DOCUMENT RESUME

ED 138 163 HE 008 826

TITLE	Strengthening Higher Education in Connecticut.
INSTITUTION	Connecticut State General Assembly, Hartford. Legislative Program Review and Investigations Committee.
PUB DATE	Apr 77
NOTE	91p.
AVAILABLE FROM	Office of the Director, Legislative Program Review and Investigations Committee, Room 404, State Capitol, Hartford, Connecticut 06115
EDRS PRICE	MF-$0.83 HC-$4.67 Plus Postage.
DESCRIPTORS	Administrative Agencies; Budgeting; *Centralization; Committees; *Educational Planning; *Governing Boards; *Higher Education; Policy Formation; *State Boards of Education; *State Legislation
IDENTIFIERS	*Connecticut

ABSTRACT

During the 1976 session of the General Assembly, a stalemate between the House of Representatives, which passed the Board of Regents bill, and the Senate, which adopted an amendment for a commission to study the structure of higher education, resulted in a conference committee suggestion that the Legislative Program Review and Investigations Committee study the matter during the interim. Key objectives of the study were to develop workable methods to improve budgeting, planning, coordination, and resource utilization in higher education. Focus was on the central authority. An overview of the system is presented along with the assessment of current problems. Extensive time and effort were devoted to the creation of a new central authority for higher education policy, planning, and budget-making. Specific recommendations are presented for the operation of this new Board of Higher Education. Alternatives for organizing the constituent units are also presented. (LBH)

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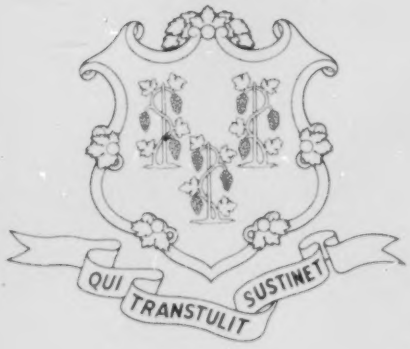

Legislative Program Review and Investigations Committee

STRENGTHENING HIGHER EDUCATION IN CONNECTICUT

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

April 1977

HE008826

CONNECTICUT GENERAL ASSEMBLY

PROGRAM REVIEW AND INVESTIGATIONS COMMITTEE

The Legislative Program Review and Investigations Committee is a joint, bipartisan, standing committee of the Connecticut General Assembly. It was established in 1972 as the Legislative Program Review Committee to evaluate the efficiency and effectiveness of selected state programs and to recommend improvements where indicated (Public Act 72-90). In 1975 the General Assembly expanded its name to the Legislative Program Review and Investigations Committee (Public Act 75-388).

The Committee is composed of twelve members (listed below), three each appointed by the Senate President Pro Tempore and Minority Leader, and the Speaker of the House and Minority Leader.

A list of the studies completed by the Committee to date appears at the end of this Report.

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STRENGTHENING HIGHER EDUCATION IN CONNECTICUT

APRIL 1977

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LEGISLATIVE PROGRAM REVIEW AND INVESTIGATIONS COMMITTEE

STRENGTHENING HIGHER EDUCATION IN CONNECTICUT

SUMMARY

CHAPTER I. PURPOSE AND SCOPE

During the 1976 session of the General Assembly, a stalemate between the House of Representatives, which passed HB 5229 (Board of Regents bill), and the Senate, which adopted an amendment for a commission to study the structure of higher education resulted in a conference committee suggestion that the Legislative Program Review and Investigations Committee study the matter during the interim. The Committee voted to undertake the higher education governance study on May 20, 1976 (p. 1).

Key objectives of the study were to develop workable methods to improve budgeting, planning, coordination, and resource utilization in higher education (p. 1).

The higher education restructuring issue has been addressed by three committees during the 1977 session: the Legislative Program Review and Investigations Committee, the Joint Committee on Education and the Government Administration and Policy (GAP) Committee. By mutual agreement the Committees staggered their consideration of the issue to avoid overlaps and duplication (p. 2).

The staff work, which began in October 1976, included dozens of interviews with members of the higher education community, a statute search, a literature review, an analysis of budget and planning documents, and a review of other state governance structure (p. 2).

The original scope of the study included all of public higher education governance, but lack of consensus on the best way to organize the constituent units, and the pressures of time, forced the Committee to narrow its focus to the central authority. However, the Committee recommended that the proposed new central board be mandated to develop and recommend for General Assembly action a constituent unit organization plan by January 1, 1979 (p. 3).

CHAPTER II. SYSTEM OVERVIEW AND CURRENT PROBLEMS

Connecticut's public higher education system is composed of five constituent units: the University of Connecticut, the State Colleges, the Regional Community Colleges, the State Technical Colleges, and the Board for State Academic Awards. Each of these units are governed by a board of trustees and are "coordinated" by the Commission for Higher Education (CHE) (p. 5). In addition to coordination of the public higher education system, CHE is responsible for such items as budget and legislative recommendations, planning, information system, licensure and accreditation, and administrative services for veterans affairs and student financial aid (p. 6).

Changing conditions in higher education--declining enrollment among "traditional" students, recession, inflation, and increasing competition for public dollars from other government programs--have led to an increased demand for accountability in public higher education. Across the country, the response has been to strengthen the central authority--especially in the areas of budgeting and planning (p. 6).

The Commission on Higher Education now plays a very weak role in the budget process. This is largely because the constituent units are recognized as "budgeted agencies" with the power to prepare and submit budgets to the Governor and the General Assembly (pp. 6-7). Budget recommendations made by CHE are of little consequence. Strengthening the central board's budget authority was a major goal of the study (p. 7).

CHE's planning authority is similarly limited and also has little effect (pp. 7-8).

CHAPTER III. A NEW CENTRAL AUTHORITY

The Program Review and Investigations Committee devoted extraordinary time and effort to the creation of a new central authority for higher education policy, planning, and budget-making. The need for a central authority of different composition and stronger authority was discussed at length. The recommendations which follow were discussed and voted on one by one. The full package was re-examined and adopted on March 16 (p. 11). Appendix III-1 contains the full statutory language incorporating Committee recommendations.

The Legislative Program Review and Investigations Committee recommends the following (pp. 12-15):

- The abolition of the Commission for Higher Education and the creation of a Board of Higher Education composed of eighteen members--six appointed by the Governor, six by the legislature, and six by the constituent boards of trustees and the independent colleges. Board members shall serve staggered six year terms.

- The twelve members appointed by the Governor and legislative leaders shall be designated "public" members, and none may be members of the board or employed by any Connecticut public or independent institution of higher education.

- The Governor shall nominate from among the twelve public members, a chairman who must be confirmed by a majority vote of all members. The term of chairmanship shall be for four years, coterminus with that of the Governor.

- The Board of Higher Education shall select a Commissioner by December 31, 1977 who shall develop a table of staff organization by April 1, 1978. The Board may employ such interim staff as it requires to carry on its daily business.

- The Board of Higher Education shall prepare and present for General Assembly action, a proposal for the organization of the constituent units of public higher education by January 1, 1979.

The Board of Higher Education shall establish statewide policy for Connecticut's system of public higher education and shall have primary responsibility for the following:

1) relationships with executive and legislative agencies including
   a) preparation and presentation of a consolidated public higher education budget;
   b) periodic reports on the conditions and needs of the system including
      i) a single priority listing of all capital projects and
      ii) recommendations to merge, close or otherwise alter existing programs, facilities or campuses;
   c) preparation of a master plan for public higher education establishing objectives to achieve the statutory goals of higher education;

d) preparation and presentation of legislative proposals affecting public higher education to the general assembly;

2) approval of plans received from the constituent boards for the continuing development and maximum utilization of the state's public higher education resources;
3) review of policy developed by each constituent unit to assure that responsibilities are covered and constituent unit policy is consistent with state policy;
4) coordination of programs and services throughout the public higher education system and between public and private institutions;
5) development of evaluative procedures to ensure acceptable quality in programs and institutions and enforcement of standards through licensing and accreditation;
6) research for the public higher education system;
7) development and maintenance of a central higher education information system;
8) administrative services for student financial aid programs;
9) administrative services for veterans' affairs programs; and
10) 1202 postsecondary education planning.

The proposed Board of Higher Education powers do not infringe upon the statutory powers of the constituent boards, although some informal practices will be curtailed. The Committee recommendations are designed to have the overall effect of making the central board accountable to the Governor and the General Assembly; of assuring that the missions and mandates of public higher education institutions remain valid and are complied with; and of assuring the higher education needs of Connecticut citizens are being efficiently and effectively served within appropriation limits (pp. 11-13).

CHAPTER IV. ALTERNATIVES FOR ORGANIZING THE CONSTITUENT UNITS

Five reorganization proposals, representing the full range from complete consolidation into one system to continuation of the present five constituent units, are discussed (pp. 17-27). Special emphasis is awarded to the LPR&IC staff "Connecticut State University" proposal (pp. 18-23) because it is a new entry in the decade-long debate on organization, and because it is of special interest to the Committee. Brief analyses of the Board of State Academic Awards (pp. 27-32) and the University of Connecticut branches are also presented. This Chapter is informational only, and offers no recommendations.

Chapter One

PURPOSE AND SCOPE

Background
Purpose
Interface with Other Legislative Committees
Sources
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Acknowledgments

I. PURPOSE AND SCOPE

Background

Deep concern about the poor coordination and management of Connecticut's higher education resources under its current six board governance structure nearly resulted in a sweeping reorganization in 1976. House Bill 5229, which passed in the House, was amended in the Senate and ultimately died in conference committee, would have replaced the current six boards with a "Board of Regents of the University of the State of Connecticut." This twenty-seven member board would have selected a chancellor who, in turn, would have selected deputies to manage the University of Connecticut, the four state colleges, the twelve community colleges and the four technical colleges.

When a compromise agreement was not reached in conference committee, suggestions were made that the bipartisan Joint Legislative Program Review and Investigations Committee take the matter under study during the interim.

Purpose

A Senate amendment had called for a "commission to study the structure and governance in Connecticut" to be composed of twenty-five members (public and non-public), and to be assisted by a six-member task force (appointed by the heads of the constituent units). This unfunded commission was to be charged with studying and making recommendations on some dozen problem areas by January 15, 1977. Five of those dozen topics were adopted by the Legislative Program Review and Investigations Committee on May 20, 1976 as the focus of its study on the higher education governance issue. Summarizing the proposal, the charge was to study and make recommendations regarding the structure and governance of public higher education in the state, which recommendations shall be designed:

- to encourage fiscally responsible procedures;
- to improve coordination of decisionmaking and budget allocation in public higher education;
- to centralize service functions...where feasible and conducive to improved economy and efficiency;
- to economize through elimination of duplication of administrative functions where feasible; and
- to maximize integration and utilization of higher education resources and facilities, including the consideration of combining boards of trustees of the constituent units into one or several boards.

Interface with Other Legislative Committees

In accordance with the Committee's usual practice of involving the co-chairmen of related committees in its work, the co-chairmen of the Joint Committee on Education, as well as the co-chairmen of the Joint Committee on Appropriations and the Joint Committee on Finance were invited to participate on an ex-officio (non-voting) basis. Later the co-chairmen of the Government Administration and Policy (GAP) Committee, which reviews all governmental restructuring bills, were added.

At the outset of the 1977 session, three legislative committees were charged with reviewing the higher education restructuring issue: the Program Review and Investigations Committee, the Education Committee, and the Government Administration and Policy Committee. On February 10, the Education and Government Administration and Policy Committees held a public hearing on higher education governance. Subsequent to the public hearing, an agreement was reached that the Program Review and Investigations Committee would complete its legislative recommendations by mid-March and forward them simultaneously to the Education and GAP Committees. The Education Committee would act on the Program Review and Investigations Committee proposal and forward its recommendations to the GAP Committee by April 1. GAP would consider the work of both committees and forward its recommended version to the floor of the House by April 20. The release of this final report of the Legislative Program Review and Investigations Committee was targeted for April 20 to maximize its usefulness to members of the General Assembly as the issue comes to a vote.

Sources

On June 3, letters were sent to each of the five constituent unit chief executive officers and to the chancellor of the Commission on Higher Education informing them of the nature and scope of the study and requesting their input. Subsequently, letters and proposals were received and several meetings with each were held.

The study, which officially began in October, included a statute search, a literature review, analysis of budget and planning documents, a review of other state governance structures, and dozens of interviews including appropriate other legislative staff, higher education administrators, faculty, students, and staff. In addition, close contact was maintained with the staff of the Committee on the

Structure of State Government (Filer Committee), which included higher education in its governmental reorganization plan (see Chapter IV).

On November 30, a meeting of Commission on Higher Education members and staff and Program Review and Investigations Committee members and staff was held to discuss problems and solutions to the governance issue. Most of the discussion centered around the need for the central board to have authority to match its responsibility. Further, it was generally agreed that a board with substantial constituent unit representation could not be expected to resolve conflicts involving shrinking enrollments or budgets. It was also noted that higher education in Connecticut has been unable to achieve excellence with the resources allocated to it because of wasteful duplication and poor planning. It was generally agreed that regional need assessment, regional planning, and regional delivery was the necessary direction for the foreseeable future.

Scope

While Committee members gave more time and attention to this study than they have to any other, it was still necessary to reduce the scope from all of higher education governance to a focus on the central authority. Prior to that decision, Committee meetings had been increased from one to two and three per week in an attempt to reach consensus as to the best plan for organizing and governing the five constituent units. Some dozen plans were considered, including two developed by Committee staff (see Chapter IV). Lack of consensus, the pressures of time, and the concern that too much restructuring attempted at once might be paralytic, led the Committee to concentrate its efforts on a determination of the kind of central board that could provide badly needed leadership and direction to the state's higher education system.

Convinced that the missions and organization of the constituent units continued to merit General Assembly action, however, the Committee voted to mandate the proposed new central board to develop and recommend a plan to the General Assembly by January 1, 1979.

Report Organization

Chapter II provides an overview of Connecticut's system of higher education and some of the major weaknesses in its current governance pattern. Appendices to Chapter II stress the need for improving the amount and kind of information in the budget presentation, for funding the management information system, and suggest ways of improving the planning process. Chapter III describes the recommended Board of Higher Education, its predominantly public member composition, and its enhanced budgeting and planning powers. The Committee's legislative recommendations include terms of office, selection of a chairman and a commissioner, transition staff, and an implementation timetable. A copy of the full proposed bill is presented in Appendix III-1.

Although no position was taken on the organization and governance of the constituent units, considerable time was devoted to it. Chapter IV presents comparative information on the major reorganization proposals for the benefit of those who take up the issue next.

While it is the usual practice of the Legislative Program Review and Investigations Committee to circulate its draft reports to agency heads and to publish the "Agency Response" in the final report, the urgency of the legislative calendar made that practice impossible in this instance. Agency responses will be invited while the report is in press, however, and will be available for public inspection at the Committee office, Room 404, State Capitol.

Acknowledgments

The Legislative Program Review and Investigations Committee wishes to thank the many persons in the higher education community who provided useful help and were willing to respond--often on short notice--to Committee and staff questions. Special thanks are also due to Education Committee staff from the Office of Legislative Research and the Legislative Commissioners' Office who worked closely with us on this study. In addition, the Committee wishes to express its thanks to Ms. Candy Barton for her patience and care in preparing this report for publication.

Chapter Two

SYSTEM OVERVIEW AND CURRENT PROBLEMS

- Higher Education in Connecticut
  - Goals
  - CHE duties
- Current Problems
  - Budget Authority
  - Planning Authority
  - Lack of Leadership in Higher Education

II. SYSTEM OVERVIEW AND CURRENT PROBLEMS

Higher Education in Connecticut

Connecticut maintains twenty-one public institutions organized under four boards of trustees which govern respectively, the University of Connecticut, the four state colleges, the four state technical colleges and the twelve regional community colleges. Responsibility for public external degree programs is vested in the Board for State Academic Awards. These five organizations are the constituent units of public higher education.

Connecticut's higher education resources also include twenty-three private institutions as well as 60 postsecondary proprietary schools and 27 hospital schools. Appendix II-1 provides technical data on enrollment, budget, location and other information for the interested reader.

The Commission for Higher Education (CHE), made up of seventeen members (12 gubernatorial appointees, 5 constituent unit representatives and the State Education Commissioner, ex-officio) has been responsible since 1965 for the planning and coordination of higher education in Connecticut.

Goals. In 1975 the General Assembly adopted the following goals for public higher education:

- to ensure that no qualified person be denied the opportunity for higher education on the basis of age, sex, ethnic background or social, physical or economic condition;
- to protect academic freedom;
- to provide opportunities for education and training related to the economic, cultural and educational development of the state;
- to assure the fullest possible use of available resources in public and private institutions of higher education;
- to maintain standards of quality ensuring a position of national leadership for state institutions of higher education;
- to apply the resources of higher education to the problems of society; and
- to foster flexibility in the policies and institutions of higher education to enable the system to respond to changes in the economy, society, technology, and student interests (C.G.S. 10-324).

CHE duties. To implement these goals, the Commission on Higher Education has been given the following responsibilities:

- coordination of public college degree programs;
- licensure and accreditation of all postsecondary degree-granting programs and institutions;
- budget and legislative recommendations;
- fiscal services to the Board for State Academic Awards and the Office of Veterans Affairs;
- administration of state aid to independent colleges and of student aid programs;
- research and publication of studies and reports;
- development of a statewide information system;
- serving as Connecticut's Postsecondary Education Planning Commission, in accordance with the federal Higher Education Amendments of 1972, Section 1202; and
- maintaining, in conjunction with the constituent units, a statewide Master Plan.

Current Problems

Conditions in higher education have changed in recent years in ways which make CHE's loose coordinative style inadequate to the new task. The challenge of the 1960's was to develop mechanisms for accommodating rapid growth; now, forecasts of declining student enrollments, recession, inflation, and increasing competition for the public dollar from other governmental programs have created new and different kinds of pressures on higher education. Higher education has lost its priority status. Demand for more accountability both for dollars spent and for results achieved has led to a new thrust for strengthening centralized budget and planning authority in public higher education.

Budget authority. A major weakness in the current governance structure lies in its budget process. The constituent units are recognized as "budgeted agencies" (according to C.G.S. Sec. 4-69(11)), and therefore have primary responsibility for preparation and presentation of the budget requests. CHE's "coordinating" role is limited to making recommendations on the budgets of the constituent units to the Governor and General Assembly (C.G.S. Sec. 10-324 and 328). Furthermore, since constituent unit budgets are submitted to the Department of Finance and Control directly, constituent representatives are able to negotiate directly with Finance and Control (and later

with the General Assembly) without regard for CHE's recommendations. Several chief financial officers of the constituent units admitted to the Legislative Program Review and Investigations Committee staff that the CHE budget review was routine and consumed little time. The financial officers viewed their negotiations with Finance and Control and their testimony before the Appropriations Committee as the critical steps in the budget process. The result is that the Appropriations Committee decides among conflicting constituent unit demands for increased appropriations and arbitrates between the constituent unit requests and the Governor's recommended budget.

During the FY 1976-77 budgeting process, for example, the higher education constituent units together requested a 34% increase over the FY 1975-76 appropriation (Table II-1). CHE's review pared this down to a 27% increase, while the Governor recommended only a 2% increase and the General Assembly finally voted a 7% increase. Clearly, a properly functioning central higher education authority should be making the difficult cutback decisions and presenting a single budget more nearly in line with funding realities.

Therefore, the development of a budget process which empowered the central board to serve as a necessary and significant arbiter among the constituent units and as the higher education spokesmen to the Governor and General Assembly became a major goal of the study.

Table II-1. Higher Education General Fund Budget, FY 1976-77*

	FY 1975-76 Appropriation	Agency Request	CHE Recom.	Governor Recom.	G.A. Approp.
University of Connecticut	$ 50,569,533	$ 63,818,867 26%	$ 58,524,867 16%	$ 50,643,000 0%	$ 54,628,000 8%
Health Center	18,679,512	23,893,728 28%	22,190,728 19%	18,822,000 8%	18,128,000 (3%)
State Colleges	30,240,275	40,940,808 35%	40,010,325 32%	32,830,533 8%	34,740,112 15%
Regional Community Colleges	20,406,687	27,921,564 37%	27,690,970 36%	20,554,000 1%	21,426,000 5%
Technical Colleges	5,071,413	8,807,530 74%	7,376,589 46%	4,981,000 (2%)	5,212,136 3%
CHE	7,150,809	11,950,802	11,950,802 67%	6,852,400 (4%)	6,770,400 (5%)
Total	$132,118,229	$177,333,389 34%	$167,744,281 27%	$134,682,933 2%	$140,904,648 7%

*Percents shown represent increase (decrease) over FY 1975-76 appropriation level.

Source: CHE budget documents and Governor's 1976-77 Budget.

Planning authority. CHE has two primary planning responsibilities. First is the preparation of a five-year Master Plan for all of higher education, to be updated biennially. Second is program plan approval for coordination purposes, but this authority is limited to new academic programs initiated by public institutions. CHE, therefore, has no control over existing programs in any institution nor over expansion in independent institutions.

This combination of authority and constraints, together with the composition of the Commission, has created two significant problems. First, because CHE can grant or deny plan approval only for new public programs, it has no authority to evaluate, revise, reduce, or phase out existing programs, which may no longer serve a valid need. Essentially, this means that any program that could once be justified can continue to operate without ongoing justification, unless voluntarily altered by the institution. Obviously, such an arrangement hampers the flexibility of the state system in responding to changing needs.

The second problem is that the statute concerning gubernatorial appointments to the Commission does not exclude candidates with vested interests in higher education. Consequently, the current Commission has four members who are affiliated with independent institutions. These members have been able to stall consideration of new programs in public institutions until a similar program was established in an independent institution, thereby relieving the need for the new public program. Those public institutions which are facing declining enrollments and have attempted to adapt to new needs to attract more students have been understandably frustrated by CHE's approval role.

The Program Review and Investigations Committee recommendations in Chapter III attempt to solve both of these problems. First, the composition of the new Board of Higher Education is constrained so that no more than one member can be directly affiliated with an independent institution. Second, the new Board will have substantially expanded planning powers, which include recommendations to "merge, close or otherwise alter existing programs, facilities, or campuses."

Of possibly even greater concern, is CHE's overall long range planning effort. Its Master Plan is weak and has little impact on what actually happens in higher education. One problem is CHE's inability to obtain

current, accurate, and comparable information from the constituent units and private institutions. Secondly, differences in regional needs and demands are inadequately addressed, and although it is generally agreed that regional planning would optimize resource use, formal planning regions have yet to be established.

A third significant problem is that the Master Plan is a "consensus" document. By law, CHE is mandated to prepare a plan in cooperation with the constituent units, taking into account private institution plans. Recommendations are the product of compromise among these groups, and are not prioritized. Long range statewide planning therefore is a matter left to negotiation among vested interest groups.

A fourth major reason for CHE's ineffectiveness is its lack of authority to implement Master Plan recommendations. Because CHE can only advise and make suggestions to the constituent units, compliance is dependent on CHE's power of persuasion. Effectiveness is even further diminished by the isolation of master planning from budget-making functions. Plans and policy are implemented through appropriations to individual institutions and units, which generally fail to take into account the statewide long range plan for higher education. Solutions to current weaknesses in the planning process, therefore, also became an important goal of this study.

Lack of leadership in higher education. Many educators and legislators have characterized the situation in Connecticut's public higher education system as a "crisis in leadership." They contend that had the Commission and the chancellor, with existing powers, been more agressive and assertive in establishing a position of strong leadership among the constituent units, there would be no need to reorganize higher education governance today. Certainly, there is an element of truth to this assertion; however, CHE has also been a victim of circumstance. It was established in 1965 as a compromise between calls for a strong central governing board as proposed in the Citizens Task Force Study of 1964 and efforts of the constituent units to remain autonomous.

The early 1960's had been a period of tremendous growth in public higher education and the development of strong political forces in the constituent units. The desire for a strong central leadership role for CHE was ambivalent at best.

In the late 1960's, as growth in the system continued and ever increasing capital and operating budget requests were being honored by the Governor and General Assembly, there was no urgent need for strong central leadership in public higher education. CHE adopted for itself a loose coordinating role which undermined its statutory potential for effectiveness. As a consequence, CHE had not prepared itself for the crises of the 1970's. Fiscal austerity and severe budget restrictions combined with a de-emphasis on the priority of higher education in the hierarchy of government services, forced the constituent units to scramble for whatever budgetary allotments they could get. Since CHE had not established itself in a leadership position, the constituent units did not rely on the Commission or the chancellor to fight their budgetary battles, but went directly to the Governor and the General Assembly.

Looking to the future, with forecasts of declining enrollments among traditional "college age" students, greater orientation toward adult and non-traditional education, and life-long learning patterns, there is clearly an increasing need for effective leadership in higher education.

The constituent units, as with any organization, are concerned with the strength and success of their own operations. CHE has been unable to resolve the internal conflicts among the competing interests within public higher education, and has been ineffective in maximizing cooperation between the public and private sectors. Higher education issues regarding capital expansion, funding levels and even program offerings have been settled in the political arena where awareness of the educational impact of such decisions may be limited. It is critical that the difficult times which lie ahead be characterized by responsible, effective leadership in the central agency.

Chapter Three

A NEW CENTRAL AUTHORITY

- Overview of Proposed Board
- Role of Constituent Boards
- Legislative Recommendations
  - Creation of a Board of Higher Education
  - Membership of the Board
  - Terms of Office
  - Chairman
  - Duties and Responsibilities
  - Substructure--organization of constituent units
  - Staff
  - Implementation Timetable
  - Conclusion

III. A NEW CENTRAL AUTHORITY

As noted in Chapter I, the Legislative Program Review and Investigations Committee devoted extraordinary attention to the creation of a new central authority for higher education policy, planning, and budget-making. The need for a new board with a different composition and stronger authority was discussed at length. The composition of the board, appointment of its members, terms of office, selection of a chairman and a chief executive, and statutory duties were thoughtfully considered, debated and voted on one by one during the months of February and March. On March 16 all legislative recommendations were re-examined and adopted as a package to be forwarded to the Joint Education Committee and the Government Administration and Policy Committee.

On March 23, 1977 the Legislative Program Review and Investigations Committee adopted suggested statutory language to incorporate its higher education legislative recommendations into existing statutes. This statutory language was later modified to consolidate overlapping sections of relevant existing statutes (see Appendix III-1).

Overview of Proposed Board

The Legislative Program Review and Investigations Committee recommends the creation of a Board of Higher Education (BHE) to replace the existing Commission for Higher Education (CHE). The major changes effected by the BHE plan are in composition of the board and in the areas of budget preparation and planning.

Under the proposal, BHE is designated as the state agency which will submit to the Governor and General Assembly a single budget for all of public higher education. This budget will be delineated by constituent unit, since the constituent units will retain power to expend appropriated funds (see Appendix III-1, Section 7).

Another significant change is that BHE will have the power to insure that constituent unit policies and plans are consistent with their statutory missions and with statewide policies as established by BHE (see Appendix III-1, Section 6).

A further major element of the Committee recommendations is that the new board develop a proposal for the organization

of the public higher education constituent units for General Assembly action in 1979. The Board is further mandated to take into account methods to provide for significant representation of student and faculty interests to the Board of Higher Education. One means of providing for such input, which has been successful in many other states, is through broadly-based student advisory and faculty advisory committees. Such committees should report directly to the Board at its regular meetings.

Role of Constituent Boards

A significant factor in the Committee deliberations was the desire to find the appropriate balance between authority vested in the central board and that retained by constituent units. While it was clear that the existing central authority is not adequately comprised or empowered, it was also clear that too much power at the center would erode morale and quality in the higher education community.

Under the new Board of Higher Education as proposed by the Legislative Program Review and Investigations Committee, the present statutory duties and responsibilities of the constituent boards of trustees will not be altered (see Appendix III-1, Section 21). Such boards will continue to have authority and responsibility for:

a) appointment, promotion and tenure of academic and administrative staff;
b) selection of students;
c) curriculum content and degree standards;
d) balance between teaching, research and public service;
e) preparation of budget requests (for submission to BHE) and expenditure of appropriated funds; and
f) policy and plans for institutional development.

The major change effected by the BHE proposal with respect to constituent boards, therefore, is that BHE, taking into account constituent budgets, will prepare and present a single higher education budget to the Governor and the legislature.

Legislative Recommendations

The remainder of this Chapter presents the Committee's legislative recommendations. These recommendations are designed to have the overall effect of making BHE accountable to the Governor and General Assembly; of assuring that the missions and mandates of the public higher education operating units are complied with; and of assuring that the higher education needs of the citizens of the State are being effectively and efficiently served within appropriation limits.

Creation of a board of higher education. The Commission for Higher Education shall be abolished and a Board of Higher Education shall be created in its place.

Membership of the board. The Board of Higher Education shall consist of eighteen (18) members, of whom

Six (6) shall be appointed by the Governor,
Six (6) shall be appointed by the General Assembly as follows:

Two (2) by the President Pro Tempore of the Senate,
Two (2) by the Speaker of the House,
One (1) by the Senate Minority Leader, and
One (1) by the House Minority Leader;

Six (6) shall be representatives of higher education constituencies to be selected as follows:

One each by the Board of Trustees for the University of Connecticut, the Board of Trustees for the State Colleges, the Board of Trustees for Regional Community Colleges, the Board of Trustees for State Technical Colleges, the Board for State Academic Awards, and the Connecticut Conference of Independent Colleges.

The secretary of the State Board of Education shall serve as a member ex officio of the Board of Higher Education without the right to vote.

The twelve (12) members appointed by the Governor and the General Assembly shall be considered public members and as such shall not be employed by or be a member of a board of trustees for any Connecticut higher education institution, public or private, during their term of membership on the Board of Higher Education.

Terms of office. The terms of office of members of the Board of Higher Education shall be for a period of six (6) years, except that the initial appointments by the Governor shall be two for two years, two for four years and two for six years; the initial appointments by the General Assembly shall be

one by the President Pro Tempore of the Senate for four years and one for six years,
one by the Speaker of the House for two years and one for four years, and
one by the Senate Minority Leader for six years and one by the House Minority Leader for two years;

and initial appointments of the six (6) constituent representatives shall be for two years, pending substructure reorganization.

Chairman. The Governor shall nominate from the twelve public members a candidate for the chairmanship of the Board of Higher Education, to be approved by a majority of the full membership of the Board. Chairmanship (as distinct from membership) shall be for a period of four years, coterminus with the term of office of the Governor.

Duties and responsibilities. The Board of Higher Education shall establish statewide policy for Connecticut's system of public higher education and shall have primary responsibility for the following:

1) relationships with executive and legislative agencies including
   a) preparation and presentation of a consolidated public higher education budget;
   b) periodic reports on the conditions and needs of the system including
      i) a single priority listing of all capital projects and
      ii) recommendations to merge, close or otherwise alter existing programs, facilities or campuses;
   c) preparation of a master plan for public higher education establishing objectives to achieve the statutory goals of higher education;
   d) preparation and presentation of legislative proposals affecting public higher education to the general assembly;
2) approval of plans received from the institutional boards for the continuing development and maximum utilization of the state's public higher education resources;
3) review of policy developed by each constituent unit to assure that responsibilities are covered and constituent unit policy is consistent with state policy;
4) coordination of programs and services throughout the public higher education system and between public and private institutions;
5) development of evaluative procedures to ensure acceptable quality in programs and institutions and enforcement of standards through licensing and accreditation;
6) research for the public higher education system;
7) development and maintenance of a central higher education information system;
8) administrative services for student financial aid programs;
9) administrative services for veterans' affairs programs; and
10) 1202 postsecondary education planning.

Substructure. The Board of Higher Education shall prepare and present to the General Assembly no later than January 1, 1979, a proposal for the organization of the public higher education constituent units, and shall include in this proposal recommendations for the future selection of the six non-public members of the Board of Higher

Education, taking into account methods to provide for significant representation of student and faculty interests to the Board of Higher Education.

Staff. The Board of Higher Education shall select and employ a Commissioner of Higher Education and may employ other staff as it deems necessary, including temporary assistants and consultants.

Implementation timetable. The legislation establishing the Board of Higher Education shall become effective on August 1, 1977, except that a section requiring the appointing authorities to appoint the members of the Board of Higher Education on or before July 31, 1977 shall become effective upon passage of the act. The Commission for Higher Education shall be abolished as of July 31, 1977.

The Board of Higher Education may employ current CHE staff and other staff as necessary to carry on the work of the Board of Higher Education during the transition period.

The Board of Higher Education shall select and employ a Commissioner of Higher Education on or before December 31, 1977.

The Commissioner shall prepare and present a new table of staff organization to the Board of Higher Education for approval on or before April 1, 1978.

Conclusion

This concludes the recommendations of the Legislative Program Review and Investigations Committee for statutory change regarding higher education governance. As already noted, Appendix III-1 contains complete statutory language incorporating these recommendations.

On March 31 the Education Committee adopted these recommendations with a few changes. Board membership was increased to twenty, including two students. The Board chairman would be selected solely by the Board without a gubernatorial nomination, and would serve a term of three years.

The recommendations of the Legislative Program Review and Investigations Committee and the Education Committee are now before the Government Administration and Policy Committee. As of this writing, a public hearing is scheduled for April 7, and final action on the bill is targeted for the first week of May.

The next chapter is purely informational and presents no recommendations. It shows the range of alternatives for organizing the constituent units, and lays out some of the

issues and arguments. It is the Committee's view that this information should not be lost even though no recommendation was made. If the substructure reorganization mandate is adopted by the General Assembly this year, the issue will be before us again in the 1979 session.

Chapter Four

ALTERNATIVES FOR ORGANIZING THE CONSTITUENT UNITS

LPR&IC Staff Regional Proposal
LPR&IC Staff Connecticut State University Proposal
Filer Committee Proposal
Gould Proposal
Proposed House Bill 7658-Coordinating Council
Board for State Academic Awards
University of Connecticut Branches

IV. ALTERNATIVES FOR ORGANIZING THE CONSTITUENT UNITS

The Legislative Program Review and Investigations Committee reviewed the governance structures of other states and more than a dozen proposals for restructuring higher education in Connecticut. The proposals ranged all the way from complete consolidation into one institution with one governing board to the current five constituent boards under a coordinating council composed entirely of constituent represenatives. The proposals presented in this chapter are representative of that range:

- The Legislative Program Review and Investigations Committee staff regional proposal consolidates the system into one institution--the University of the State of Connecticut--and requires only one governing board.

- The Legislative Program Review and Investigations Committee staff "Connecticut State University" proposal consolidates the system into two institutions--the University of Connecticut and the Connecticut State University--each with a board of trustees which report to the State Board of Postsecondary Education.

- The Filer Committee proposal consolidates the community colleges and technical colleges into one constituent unit, retains the University of Connecticut and the state colleges as separate units, but removes all constituent boards.

- The Gould proposal also consolidates the community colleges and the technical colleges, and in addition, consolidates the University of Connecticut and the state colleges.

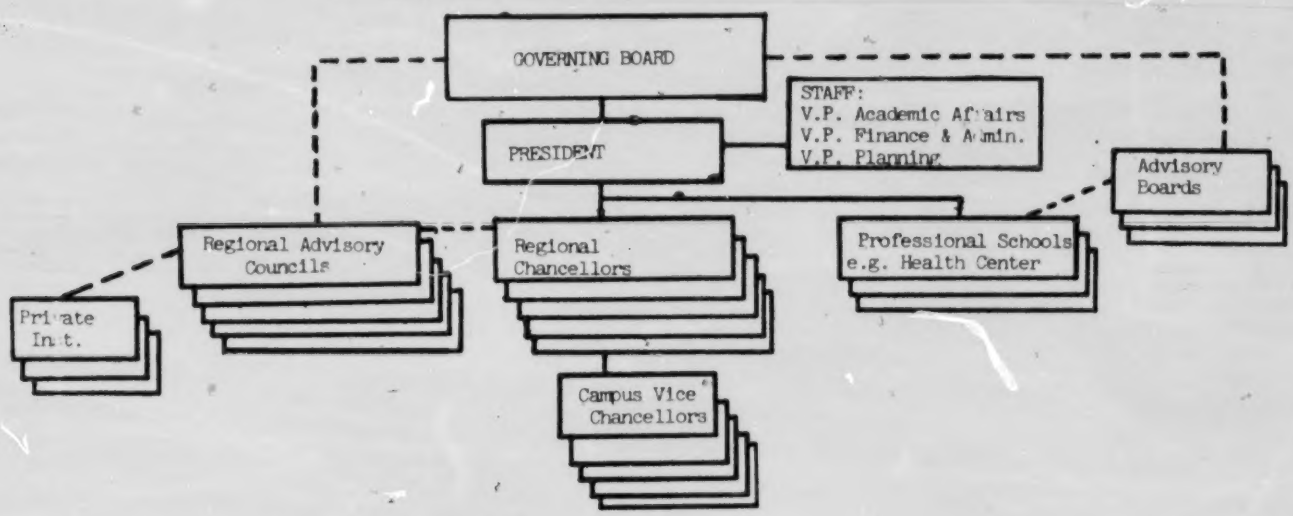
- Proposed HB 7658 called for a coordinating council composed entirely of constituent representatives and left the existing constituent units and governing boards in place.

In addition to the general restructuring proposals, brief discussions of the State Board for Academic Awards and the University of Connecticut branches have been presented. As already noted, this chapter is purely informational, and includes no recommendations.

Legislative Program Review & Investigations Committee Staff Regional Proposal

After numerous interviews in which the problems of Connecticut's higher education system were persuasively articulated in terms of gaps and overlaps in programs, as a result of poor regional planning and coordination, the Legislative Program Review and Investigations Committee staff developed a proposal aimed at solving such problems. Shown in Figure IV-1 this proposal called for a single

Figure IV-1. LPR&IC Staff Regional Proposal--The University of the State of Connecticut.



Source: LPR&IC staff analysis.

governing board and a single statewide public institution, regionally administered by chancellors with input from broad-based regional advisory councils (see Appendix IV-1). Statewide planning would be built on regional plans and conversely regional institutions would jointly allocate the needs of a region to be met in various programs and campuses.

Substantial resistance was encountered over the notion of including a land-grant college--the State University--in such a system (in spite of the fact that the University of Wisconsin recently took such a step) and led to the second staff proposal.

Legislative Program Review & Investigations Committee Staff
Connecticut State University Proposal

The second proposal would leave the University of Connecticut in tact as a statewide resource, with its Board of Trustees, the Storrs campus, and the graduate and professional schools.

The other three constituent units, however, would be merged to create a Connecticut State University with a mission statement encompassing the charges of the State Colleges, the Regional Community Colleges, the State Technical Colleges, and the Board for State Academic Awards. The higher education turf would be divided on a functional (mission) basis between the two institutions as shown below.

Proposed Mission Statements

The Connecticut State University

The Connecticut State University shall have primary responsibility for providing

1) undergraduate education in the liberal arts and sciences,
2) applied education and training in occupational, vocational and technical fields,
3) continuing education programs to promote life-long learning,

and within this mission shall insure maximum educational opportunities for the citizenry of the state.

The University of Connecticut

The University of Connecticut shall have primary responsibility for

1) graduate education programs leading to doctoral and advanced professional degrees,
2) research, and
3) public service.

It shall also provide undergraduate education leading to a baccalaureate degree to those selected students whose goals and abilities are consistent with the University of Connecticut's distinct mission as the center for advanced education, research and public service in the state.

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Figure IV-2 presents an organization chart showing the full public higher education system and Figure IV-3 is a detailed organization chart of the Connecticut State University. Figure IV-4 shows how the institutions might be grouped geographically.

This proposal provides for an integrated system authorized (and mandated) to deliver quality liberal arts education, occupational and technical training, and community services which are currently authorized for the state colleges, the community colleges, and the technical colleges.

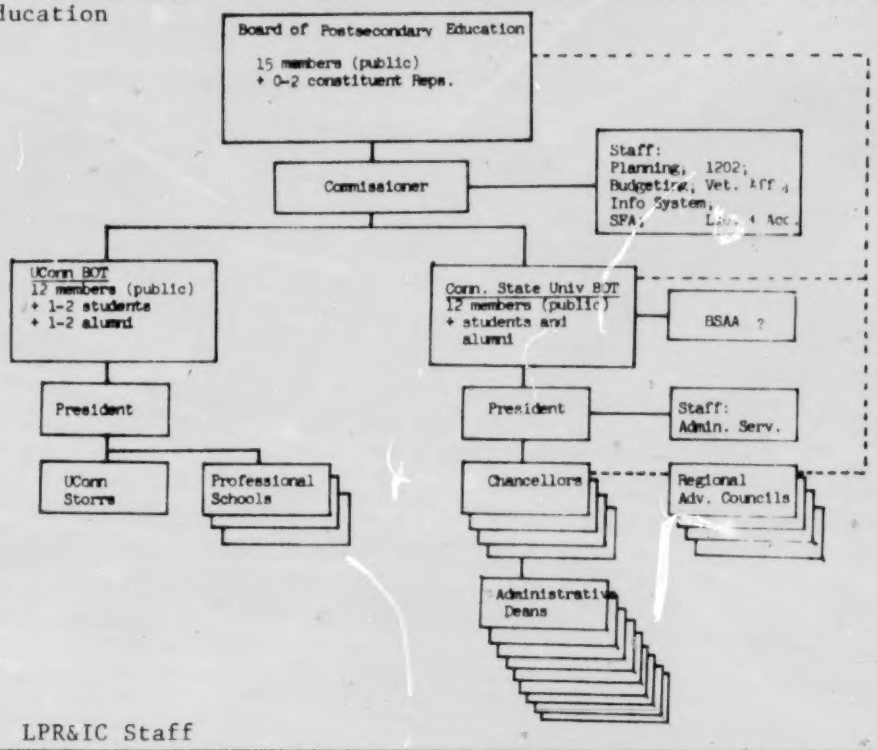
A student could apply for admission to one institution (CSU), be screened and counseled into an appropriate program, be assigned a main branch (Western, Central, Southern, or Eastern) for record keeping and further counseling purposes, and could then take any courses (for which he/she is prepared) on any campus of the system. It is expected that enrollment would tend to cluster on the campuses nearest each main branch due to commuting considerations.

Further, curriculum planning and coordination would focus on regional needs and interests. The main campus in each region would be the hub of program planning and budgeting. Faculty teaching primarily at local branch campuses would all be members of a single academic department for each discipline, coordinated by a single department head for each discipline in each region.

This proposal is seen by staff as a method of enhancing student opportunity by allowing students to register in a statewide institution and to enroll in courses at any campus on a space available basis. It is seen as a means of improving educational quality because by pooling resources, no one campus would be required to be comprehensive. This would allow special programs to flourish on a few campuses with a much broader choice of courses within that program since faculty would be freed from teaching mostly "the basics" on campus after campus. Some campuses could become known for their arts and music programs while others might focus and become excellent in allied health and other service professions.

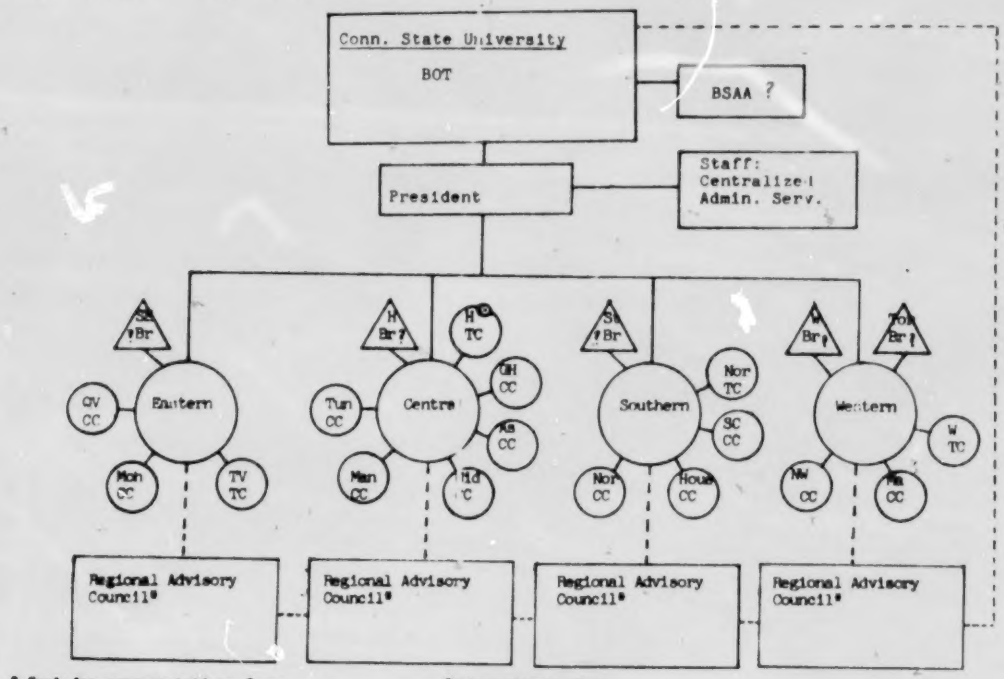
This proposal, which came to be known as the "Connecticut State University" or "CSU" proposal was of special interest to the Program Review and Investigations Committee. It was the topic of several meetings, including one in which the chief executive officers of each constituent unit and the Commission on Higher Education were invited to criticize it from an educational delivery point of view. Predictably, each chief

Figure IV-2. LPR&IC Staff Proposal for Connecticut System of Postsecondary Education



Source: LPR&IC Staff

Figure IV-3. Connecticut State University Detail

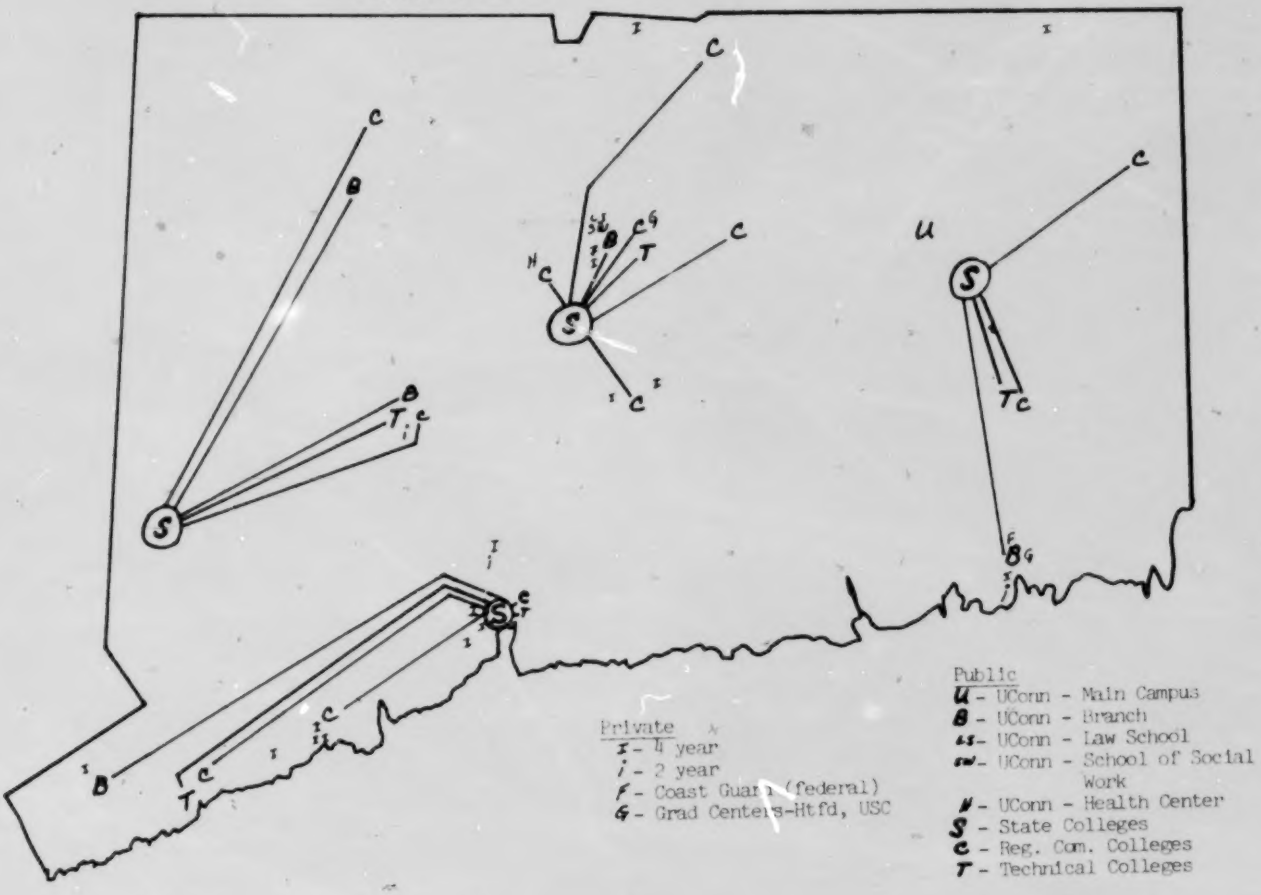


* Includes representatives from:
CSU-BOT Students
UConn-BOT Faculty
CCIC Community

*Subcommittees for:
Graduate Programs
Undergraduate Programs
Career Education Programs

Source: LPR&IC Staff

Figure IV-4. Map for LPR&IC Staff Connecticut State University Proposal.


Private
I - 4 year
i - 2 year
F - Coast Guard (federal)
G - Grad Centers-Htfd, USC
Public
U - UConn - Main Campus
B - UConn - Branch
LS - UConn - Law School
SW - UConn - School of Social Work
H - UConn - Health Center
S - State Colleges
C - Reg. Com. Colleges
T - Technical Colleges

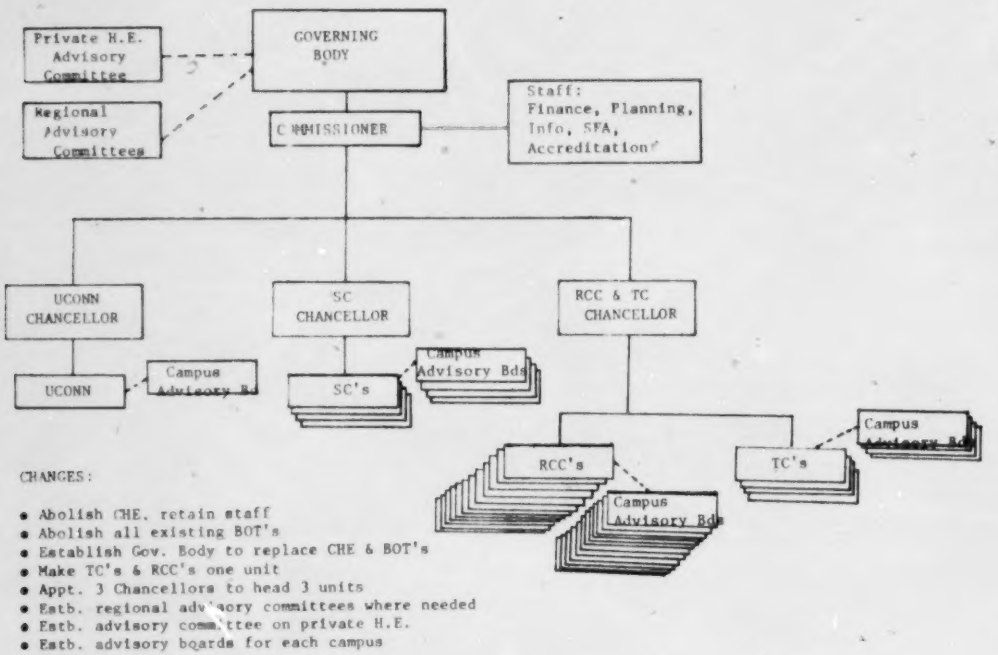
Source: LPR&IC Staff

executive favored the proposal endorsed by his respective board, but no serious harm was done to the CSU concept. In fact, support for the concept was enthusiastically (though sometimes confidentially) expressed by persons representing a wide variety of interests among the higher education community.

Filer Committee Proposal

Connecticut's system for higher education was reviewed by the Committee on the Structure of State Government (Filer Committee). That committee recommended that the system be restructured under a single governing board of persons (not employed by any higher education institution) appointed by the Governor and confirmed by the General Assembly. In addition to the authority held by the Commission for Higher Education, the governing board would assume the responsibilities of the constituent boards which would all be abolished. The public institutions would be arranged into three units: the University of Connecticut, the State Colleges, and the combined

Figure IV-5. Filer Committee Proposal (12/20/76)



Source: LPR&IC staff analysis of Filer Committee Report.

Regional Community and State Technical Colleges. Each unit would be administered by a Chancellor reporting to the Commissioner. Each campus would have an advisory board, and regional advisory committees would be established where warranted.

This higher education restructuring recommendation is consistent with the general thrust of the Filer Committee report which is to consolidate state agencies. The Filer Committee felt that the small size of Connecticut's system of higher education does not require governing bodies for each constituent unit, and believed the system would be improved by a streamlined governing structure.

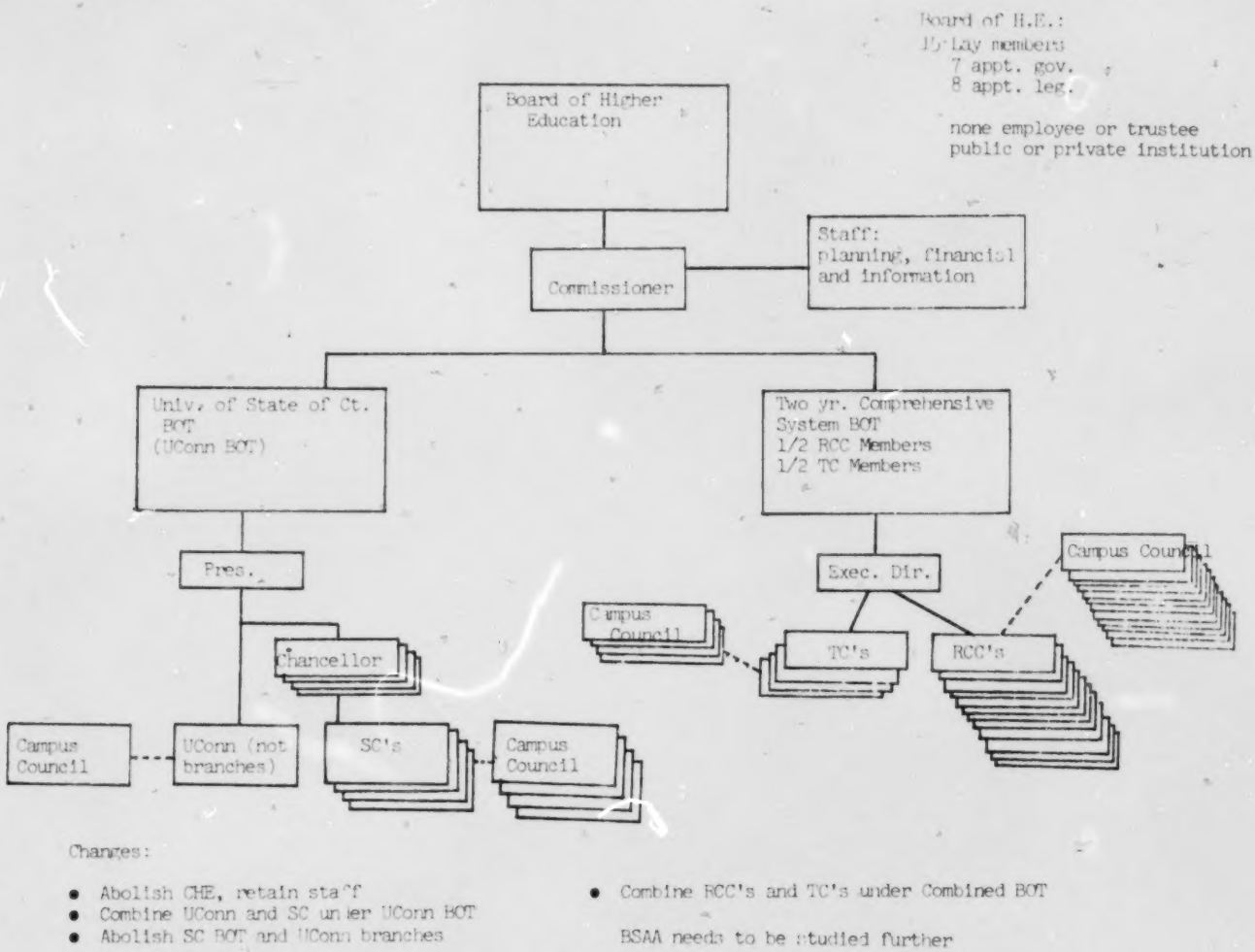
Gould Proposal

Dr. Samuel Gould, acting Chancellor for the Commission for Higher Education recommended a central policy making and coordinating body composed of seven gubernatorial and eight legislative appointees, none with higher education affiliation.

The institutions would be grouped into two subunits--one for four-year and advanced degrees, and one for two-year degree programs. The first combines the University of Connecticut (without two-year branches) and state colleges to form the University of the State of Connecticut with four-year branches at New Britain, Danbury, New Haven, and Willimantic. This subunit would be governed by the University of Connecticut Board of Trustees (the State College Board would be abolished). The technical colleges and community colleges would make up the other subunit with a Board of Trustees composed of equal representation from the two existing Boards of Trustees. Each institution would also have a council to coordinate the programs of the campus with needs of the community. Figure IV-6 is an organization chart depicting the structure recommended by Dr. Gould.

The central body's authority would fall into two major categories: budgetary and fiscal planning, and systems planning and development. Fiscal responsibility would include assumption of the pre-audit function of the Department of Finance and Control as well as an improved central budget process. Policy planning of academic programs would involve strengthening the policy review, program coordination and approval authority exercised by the Commission of Higher Education.

Figure IV-6. Gould Proposal (1/4/77)



Source: LPR&IC staff analysis of Gould proposal.

Dr. Gould considers several structures workable, but he believes that this proposal reflects the best features of all the proposals.

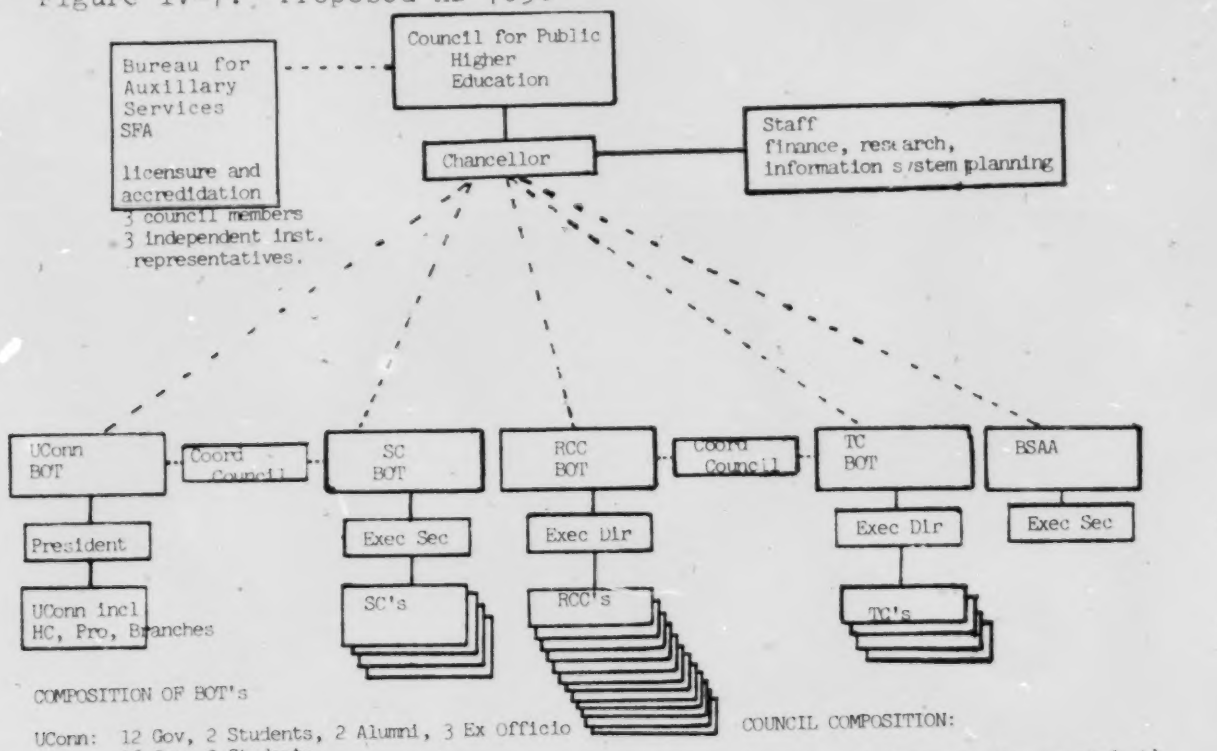
Proposed HB 7658--An Act Creating a Council for Public Higher Education (1977 Session)

Proposed HB 7658 called for the creation of a coordinating Council for Public Higher Education to replace the existing Commission for Higher Education, and left the existing

constituent units in place. The proposed governance structure differs from the present structure in the composition of the central board and in a shift of selected staff responsibilities to a "bureau for auxillary services." The coordinating Council would be composed of seventeen members--one from the Board of State Academic Awards, and four each (one of whom would be a student) from the four remaining constituent boards.

This proposal would give Council members authority for systemwide governance while remaining accountable to their constituent boards. The hope was that this structure would

Figure IV-7. Proposed HB 7658



COMPOSITION OF BOT's

UConn: 12 Gov, 2 Students, 2 Alumni, 3 Ex Officio
SC : 16 Gov, 2 Students
RCC : 16 Gov, 2 Students
TC : 16 Gov, 2 Students
BSAA : 5 Gov

COUNCIL COMPOSITION:

4 members of UConn BOT (one is student)
4 members of State College BOT (one is student)
4 members of Regional Community College BOT (one is student)
4 members of Technical College BOT (one is student)
1 member of Board of State Scholastic Awards

Source: LPR&IC staff analysis.

improve coordination among constituent units. In addition to the responsibilities held by the existing commission, HB 7658 mandates preparation and presentation of a systemwide budget, assigns the authority to coordinate, merge, close, or otherwise alter existing programs, facilities or campuses, and grants the authority to plan for institutional development.

The bureau of auxiliary services would be composed of three independent institution representatives, appointed by the Governor, and three Council members. It would assume 1202 planning responsibilities, student financial aid, licensure and accreditation of higher education program institutions and licensure and accreditation for proprietary schools, a function presently held by the State Board of Education.

Board for State Academic Awards

During the 1973 session, the legislature established the Board for State Academic Awards (BSAA). Created as a free-standing constituent unit of public higher education, the BSAA is mandated to:

> "...develop and implement programs to improve opportunities in higher education, through alternate modes of service, including but not limited to guidance and information services, registration and validation on services, examination and degree granting services, technological delivery systems, and projects of research and development..." (Sec. 10-330(e)).

In addition, BSAA is empowered to appoint on a consulting basis a faculty of examiners to make recommendations with respect to program requirements and standards for the award of credits and degrees.

During the past fiscal year (1976), the BSAA operated on a budget of $87,208, and employed a full-time staff of five--an executive director, director of evaluation, registrar, admissions coordinator, and a secretary. Since opening its doors in 1974, it has enrolled 2633 students and awarded 169 associate degrees. Currently, BSAA is licensed and accredited to grant both associate and bachelor degrees in the liberal arts and sciences. Outreach centers for student advisement, have been established in libraries, churches, and educational institutions in thirteen towns throughout Connecticut. Unlike some other external degree programs, BSAA provides evaluative and assessment services, but does not offer its own instructional program.

Profile of enrollees. BSAA enrollees tend to be older than traditional students, and are more likely to be employed. The average BSAA student is over 40 years of age. 86% of the men and 23% of the women enrolled have full-time jobs. By contrast, most students in Connecticut's regional community colleges are under 30, and 29% work full-time. Most BSAA enrollees (74%) are not students in other programs and institutions, although enrollees have attended virtually all other public and private institutions in the State.

In the BSAA program, credits may be earned through: (1) college courses completed in other accredited institutions, (2) military service schools, (3) proficiency examinations, (4) special examination of knowledge gained outside a traditional classroom setting, and (5) accredited courses offered by non collegiate institutions, including business and industry.

Governance. Under the present governance system the Board for State Academic Awards, consisting of five members appointed by the Governor, is an independent constituent unit of the state system of higher education. It is equal in status with the other four constituent units--the University of Connecticut, the State Colleges, the Community Colleges, and the State Technical Colleges.

Operational expenses of the board are funded through the budget of the Commission for Higher Education. Licensing and accreditation of board programs, as with other constituent units, is subject to CHE approval.

Neither BSAA's statutory authority nor its general mandate limit nontraditional credentialing to BSAA-operated programs. Prior to BSAA's creation, 67% of Connecticut colleges surveyed by CHE offered credit by examination in lieu of classroom attendance. Many public and private colleges in Connecticut continue to offer viable alternatives to traditional classroom instruction.

Throughout the country, nontraditional, "external degree" programs are offered at a variety of governance levels. In some cases (e.g., Antioch College, Goddard College), programs are offered within existing traditional institutions--the "University Without Walls" concept. Colleges devoted entirely to nontraditional education have also been established (e.g., Empire State College in New York). Other states offer external degree programs directly through the central governing board (e.g., New York Regents External Degree

Program). The Regents External Degree Program, like Connecticut's BSAA but unlike many other programs, evaluates and validates learning but does not offer its own instructional program.

Under any new system of governance, the Board for State Academic Awards or its function could be located in any one of several places in the new structure. Four alternatives are presented below.

Assignment to BSAA or its function to a two-year system. Under this plan, the Board for State Academic Awards or its program would be assigned to either the Regional Community Colleges or to a consolidated two-year system incorporating the Technical Colleges. One advantage might be improved integration with the resources of the two-year system.

However, several disadvantages of this plan are apparent. The program might be limited in its access to the resources of other state institutions and private colleges. In addition, since the Board was recently accredited to grant bachelors degrees, assignment of its function to a two-year degree system would be inconsistent with its broader degree granting authority.

Assignment of BSAA or its function to the University of Connecticut. Following this plan, the Board's program would be operated by the University of Connecticut, thus improving its integration with the resources of the University.

The BSAA program, however, does not fit the University's distinctive mission of providing graduate education programs leading to doctoral and advanced professional degrees, research opportunities, and public service. The primary goal of the BSAA is to extend opportunities to individuals who are unable (or unwilling) to participate in traditional programs.

In addition, the mandate of the BSAA, which gives status to nontraditional approaches, may find insufficient acceptance and support at the University to foster program growth. At the University, allegiances are strong to norms of the academic professions and to traditional modes of conferring credits and degrees. Besides a possibility of stifling its growth and viability as an independent program, assignment of the BSAA to the University might also isolate it from direct access to resources at the state's other public and private institutions.

Assignment of BSAA or its function to a four-year system. Under this plan, the BSAA or its function would be assigned to the State Colleges or to a consolidated four-year system.

This plan might offer distinct advantages. For example, the BSAA's program would be fully integrated with a comprehensive statewide four-year college system whose primary mission is undergraduate and career education. Thus, features of this plan would avoid the major drawbacks of the two previous options. Two year and four year "external" degrees could be conferred by a traditional institution whose mission is more compatible with BSAA's mandate than are the University or the Community College missions.

However, this plan also appears to have serious shortcomings. The BSAA function would be removed from direct access to the resources of the University of Connecticut and the independent colleges. Presently, the BSAA draws examining and consulting faculty from the University and from independent colleges, including Wesleyan University, Sacred Heart College, Yale University, and others. If the BSAA program were identified with any one state institution, whether a two-year or four-year system, attracting faculty and assembling resources from other public and private institutions could be considerably more difficult.

If the BSAA is assigned to a traditional four-year system, faculty or administration at the institution may stifle the program's growth or relegate it to inferior status.

Moreover, one of the purposes of the BSAA is to provide opportunities in places where traditional institutions are not present: in public libraries, community centers, and other locations accessible to people not served by traditional institutions. Enrollment data indicates that BSAA students are not "typical students" as found on most college campuses. Whether this clientele could continue to be reached and served if the BSAA were assigned to a traditional four-year system would have to be demonstrated.

Thus, this plan, although viable in some respects, appears to have some serious disadvantages. In addition, it is clearly inconsistent with the original purpose and intent of the program to serve as a free-standing statewide examining university independent from the state's other public institutions of higher learning.

Assignment of the BSAA or its function to a central board as a separate mandate and function. Under this option, the BSAA would be assigned to the central coordinating or governing board as a separate mandate and would continue functioning independently.

The advantage of this plan would be that faculty and other resources could continue to be drawn from all other public and private institutions in the state. In addition, the program would not be identified with any one traditional institution. Its standards and requirements could represent a statewide "consensus" of professional judgment developed from the entire higher education community.

This plan is the most consistent with two of BSAA's historical objectives: (1) to accomplish outreach where other institutions have not been present, and (2) to provide opportunity to a clientele otherwise not served. Its historical independence from established institutions has enabled it to better accomplish these two goals.

Critics argue that independence may lead to problems in assembling necessary resources, such as examining faculty, to administer the program. BSAA's director indicated that he has had no difficulty attracting faculty to participate in the program and that no one has ever turned him down. Although the board pays its faculty, many individuals have, in fact, volunteered to serve as examiners at no cost to the state.

The University of Connecticut Branches

There are five lower division branches of the University of Connecticut located in Groton, Hartford, Torrington, Waterbury, and Stamford. The branches offer a general lower division education to prepare students for transfer to the main campus for completion of baccalaureate requirements. The Stamford branch has been mandated by the General Assembly to offer upper division work in business and the social sciences and also offers a masters degree program in business administration.

Controversy over the branches--whether they should be abolished or retained by the University--has grown in recent years. Arguments for retention and abolition are capsulized below.

Arguments Favoring Retention

Outreach	• The branches allow the University to extend educational opportunity to geographically bound students; • branches provide a "physical plant" for non-credit and credit extension program offerings throughout the state; and • community service activities.
Transfer	• The branches provide an automatic transfer track for upper division work at the main campus.

Arguments Favoring Abolition

Redundancy	• Branches are located near other public institutions offering similar programs resulting in duplication of resources (facilities, faculty, and programs).
Cost	• The quality and size of the programs offered at the branches may not justify the expense of delivering these services.
Mission	• The branches were established prior to development of the Community College system and may have outlived their usefulness. There appears to be overlap in missions.
Demand	• Enrollment at the branches is declining. One university plan (the Brand Report) favors dissolution of the Torrington and Groton branches.

These arguments summarize the strengths and weaknesses of the branches but further study of the branch problem is necessary before a decision to abolish or retain them is made. As part of its deliberation of substructure the Board should review all campuses for their contribution to higher education in Connecticut. The branches should be evaluated by cost, need, and overlap among the public and private

institutions. As Table IV-1 shows, per student costs vary considerably, with Torrington and Southeastern (Groton) approximately twice as expensive as Hartford. In addition, the review of the University of Connecticut branches should include an assessment of the role of the branches now that the community college system is in place offering lower division transfer programs.

Table IV-1. University of Connecticut Branch enrollment and cost.

	Head Count	FTE*	Budget	Cost/FTE*
Hartford	950	890	$980,000	$1,104
Southeastern	428	390	935,000	2,397
Stamford	792	630	857,000	1,361
Torrington	196	175	398,000	2,275
Waterbury	588	570	847,000	1,486

* Full-Time Equivalent student enrollment
Source: LPR&IC staff analysis of CHE data.

APPENDICES

Historical and Statistical Information
Program Budgeting
Pre-Audit
Higher Education Information System
Planning
Statutory Mission Statements
Statutory Language Incorporating LPR&IC Recommendations
Proposed Role of Regional Advisory Councils

Appendix II-1
HISTORICAL AND STATISTICAL INFORMATION

Brief History of Connecticut Public Higher Education

Prior to 1965 and passage of P.A. 330, a dual higher education governance system existed:

1) the University with its own board of trustees;
2) all other publicly supported postsecondary institutions (except Community Colleges--then municipal) under control of the State Board of Education.

The Governor and General Assembly had ultimate planning and coordinating responsibility with input from the UConn Board of Trustees and the State Board of Education. In 1963, S.A. 183 (as amended by S.A. 391) authorized a citizens task force, the Commission on Higher Education, to study "aspects, programs, structures and needs of higher education in Connecticut." HEW Office of Education was requested to assist with the task force study. In December 1964 the Commission issued working papers and recommendations for legislative action including a single Board of Regents governance structure.

In 1965, the General Assembly passed a compromise measure (P.A. 330) establishing a coordinating council, the Commission for Higher Education.

Major Events: State System of Higher Education

1965: P.A. 330 establishes the Commission for Higher Education (CHE), Board of Trustees for the State Colleges, Board of Trustees for Regional Community Colleges. At least one CHE member, by law, shall be affiliated with a non-public institution.

1967: P.A. 597 adds the State Technical Colleges (formerly institutes) to the higher education system although the State Board of Education remains the governing authority.

1969: P.A. 726 mandates the development of Higher Education Centers with the first to be established in the Central Naugatuck Valley (Waterbury) Region.

S.A. 249 instructs UConn to develop Stamford into a four-year branch.

1972: P.A. 194 mandates CHE to prepare a five year master plan and update it biennially.

1973: P.A. 656 creates the Board for State Academic Awards and adds it to the system as the fifth constituent unit.

1974: P.A. 196 establishes a separate Board of Trustees for the State Technical Colleges.

First Master Plan, "Quality and Equality," issued.

1975: P.A. 191 establishes seven goals for higher education.

Membership of each of the Boards of Trustees expanded to include two student members (P.A. 262) and two alumni members (P.A. 504).

1976: Board of Regents legislation (H.B. 5229) proposed. First master plan biennial update issued.

Institutional Histories

UConn: 1881 Storrs Agricultural School and its Board of Trustees established.

1893 Storrs Agricultural College (recipient of Land Grant and Morrill Act Funds)

1889 Connecticut Agricultural College

1933 Connecticut State College

1939 University of Connecticut

The University branches originated as "extension centers" located in Hartford (1939) and Waterbury (1942). After World War II as the demand for higher education increased, permanent two year branches were established to expand access to university level education.

1946 Hartford branch established, permanent site 1953

1946 Waterbury branch established, permanent site 1954 (land donated by the city)

1951 Stamford branch established; permanent site 1959

1957 Torrington branch established, permanent site 1961 (land donated)

1967 Groton branch (Avery Point) was established to serve the Southeastern portion of the state. A "temporary branch," established in New London (1946) as a residential facility for G.I.'s and veterans closed in 1950.

1971 the General Assembly appropriated $250,000 to expand Stamford to a four year branch.

State Colleges: originated as "normal schools:"

1849 Central (New Britain)

1889 Eastern (Willimantic)

1893 Southern (New Haven)

1903 Western (Danbury)

They remained teachers colleges until 1959 when their mission was expanded to include liberal arts programs and they became State Colleges. In 1965, a separate Board of Trustees was established for the four colleges previously governed by the State Board of Education.

Technical Colleges: The first technical institute began as a pilot program in Hartford in 1946. Three additional institutes and permanent facilities for all were established:

1960 Hartford
1961 Norwalk
1963 Norwich
1964 Waterbury
1967 the General Assembly authorized funds for a fifth in the New Haven area.

Also in 1967, under P.A. 751, the institutes became Technical Colleges, although they remained governed by the State Board of Education until 1974 when a separate Board of Trustees was established.

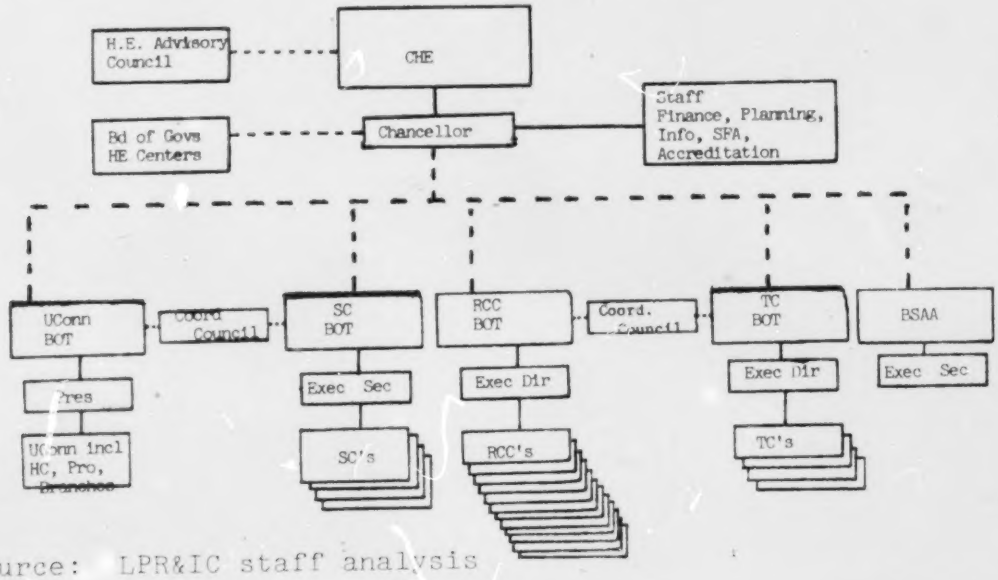
Regional Community Colleges: Under P.A. 232 (1959) and P.A. 583 (1963) municipalities were allowed to establish postsecondary schools (community colleges) although no state funding or support was available. In 1965, under P.A. 330, the state assumed responsibility for community colleges and a Board of Trustees was established for the system.

1961 - Norwalk established by the municipality
1963 - Manchester established by the municipality
1965 - Winstead (Northwestern) was being developed by a local group when the state took over the community college network
1966 - Middlesex established as a branch of Manchester (became a separate college in 1967 under S.A. 262)

Housatonic established as a branch of Norwalk (became a separate college in 1967 under S.A. 263)
1967 - Greater Hartford established under S.A. 67-308
Mattatuck established under S.A. 67-309
1968 - South Central established under S.A. 68-261
1970 - Mohegan established under P.A. 69-812
Tunxis established under P.A. 69-812
1971 - Quinebaug established under P.A. 69-812
1972 - Asnuntuck established under P.A. 69-812

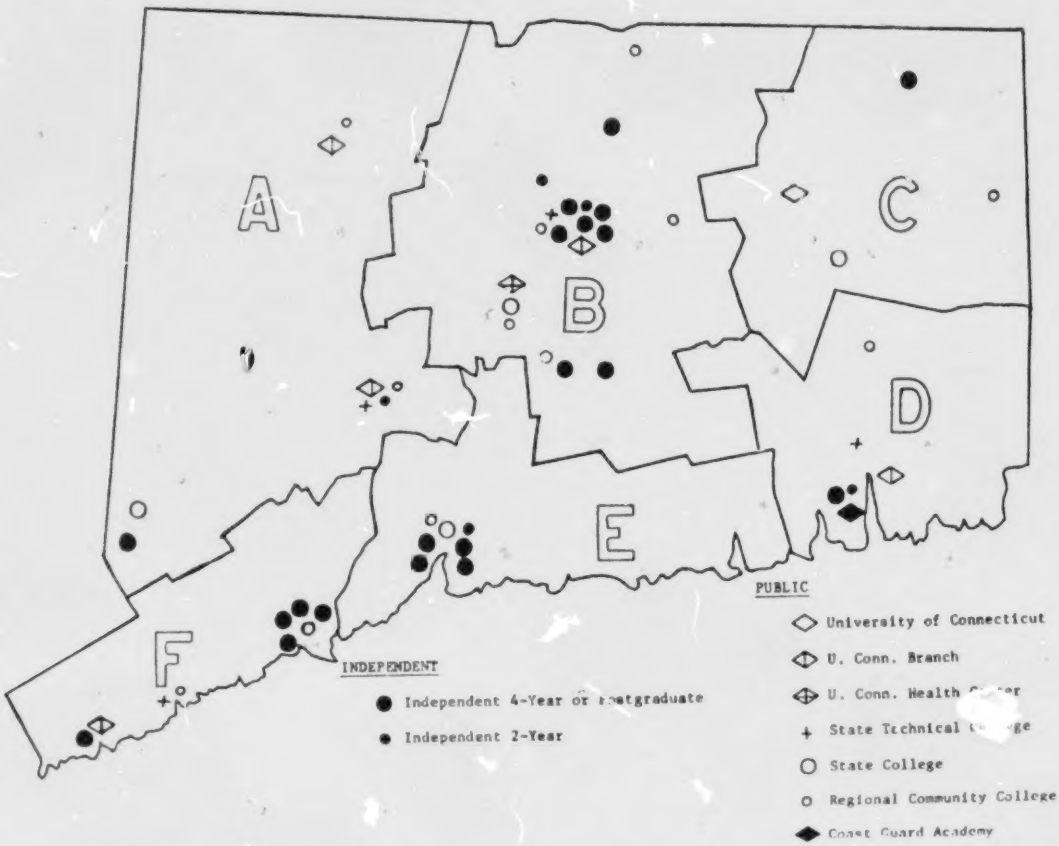
Organization, Enrollment and Funding

Figure 1. Current Higher Education Structure.



Source: LPR&IC staff analysis

Figure 2. CHE Coordinating Regions and Institutional Distribution



	REGION A	REGION B	REGION C	REGION D	REGION E	REGION F
PUBLIC						
University of Conn. & Branches	Torrington Waterbury	Hartford Complex Health Center	UConn - Storrs	Groton		Stamford
State Colleges	Western Conn.	Central Conn.	Eastern Conn.		Southern Conn.	
State Technical Colleges	Waterbury State	Hartford State		Thames Valley		Norwalk State
Regional Community Colleges	Northwestern Mattatuck	Greater Hartford Manchester Middlesex Asnuntuck Tunxis	Quinebaug Valley	Mohegan	South Central	Housatonic Norwalk
Other				U. S. Coast Guard		
INDEPENDENT						
Four-Year	New Eng. Inst.	Hartford Seminary Holy Apostles R. P. I. St. Alphonsus St. Joseph Trinity U. of Hartford Wesleyan U.	Annhurst	Connecticut C.	Albertus Magnus U. of New Haven Quinnipiac Yale U.	Sacred Heart U. Bridgeport Engr. Inst Fairfield U. St. Basil's U. of Bridgeport
Two-Year	Post J. C.	Hartford C. for Women St. Thomas Seminary		Mitchell	Mt. Sacred Heart	
No. of Proprietary Schools	2	25		2	10	21
Hospital Schools	5	9	1	3	3	6
Other	10	19	1	7	11	12

Source: Master Plan for Higher Education in Connecticut 1974-1979 Biennial Supplement, 1976.

Table 1. Opening Fall Enrollments, 1976

CONNECTICUT PUBLIC SYSTEM	FULL-TIME UNDERGRADUATE			FULL-TIME GRADUATE			PART-TIME UNDERGRADUATE			PART-TIME GRADUATE			UNCLASSIFIED AND OTHER	TOTAL ENROLLMENT
	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total		
Univ. of Connecticut														
Storrs, Main Campus	6,389	5,664	12,053	1,509	1,069	2,578	210	225	435	1,595	986	2,581	1,082	18,729
Groton	222	130	352	-	-	-	19	14	33	-	-	-	38	423
Hartford	495	323	818	-	-	-	30	33	63	-	-	-	65	946
Stamford	349	205	554	-	-	-	34	53	87	-	-	-	141	782
Torrington	95	55	150	-	-	-	6	8	14	-	-	-	28	192
Waterbury	346	178	524	-	-	-	26	9	35	-	-	-	30	589
Univ.of Conn.-Health Center	-			365	104	469	-	-	-	-	-	-	-	469
Subtotal	7,896	6,555	14,451	1,874	1,173	3,047	325	342	667	1,595	986	2,581	1,384	22,130
STATE COLLEGES														
Central	4,132	3,465	7,597	83	87	170	1,560	1,175	2,735	787	1,478	2,265	-	12,767
Eastern *	966	1,181	2,147	5	3	8	149	265	414	77	293	370	-	2,939 *
Southern	2,337	3,977	6,314	175	313	488	127	652	779	1,140	2,193	3,333	988	11,902
Western	1,287	1,480	2,767	10	4	14	381	505	886	413	800	1,213	357	5,237
Subtotal	8,722	10,103	18,825	273	407	680	2,217	2,597	4,814	2,417	4,764	7,181	1,345	32,845
REGIONAL COMMUNITY COLLEGES														
Asnuntuck	123	117	240	-	-	-	310	364	674	-	-	-	242	1,156
Greater Hartford	369	465	834	-	-	-	676	1,090	1,766	-	-	-	-	2,600
Housatonic	616	619	1,235	-	-	-	598	647	1,245	-	-	-	374	2,854
Manchester	824	1,060	1,884	-	-	-	764	1,043	1,807	-	-	-	1,591	5,282
Mattatuck	704	927	1,631	-	-	-	542	915	1,457	-	-	-	-	3,088
Middlesex *	444	491	935	-	-	-	253	301	554	-	-	-	852	2,341 *
Mohegan	356	389	745	-	-	-	277	556	833	-	-	-	263	1,841
Northwestern	359	411	770	-	-	-	406	725	1,131	-	-	-	-	1,901
Norwalk	519	537	1,056	-	-	-	457	580	1,037	-	-	-	795	2,888
Quinebaug Valley	70	78	148	-	-	-	121	159	280	-	-	-	172	600
South Central	424	460	884	-	-	-	274	423	697	-	-	-	-	1,581
Tunxis	445	451	896	-	-	-	783	969	1,752	-	-	-	-	2,648
Subtotal	5,253	6,005	11,258	-	-	-	5,461	7,772	13,233	-	-	-	4,289	28,780
STATE TECHNICAL COLLEGES														
Hartford	543	43	586	-	-	-	49	4	53	-	-	-	658	1,297
Norwalk	772	74	846	-	-	-	964	80	1,044	-	-	-	-	1,890
Thames Valley	357	69	426	-	-	-	811	158	969	-	-	-	-	1,395
Waterbury	540	93	633	-	-	-	362	47	409	-	-	-	238	1,280
Subtotal	2,212	279	2,491	-	-	-	2,186	289	2,475	-	-	-	896	5,862
TOTAL-STATE SUPPORTED	24,083	22,942	47,025	2,147	1,580	3,727	10,189	11,000	21,189	4,012	5,750	9,762	7,914	89,617
SUPPORTED BY FEDERAL GOV'T														
U.S. Coast Guard	980	32	1,012	-	-	-	-	-	-	-	-	-	-	1,012
Total Publ. Supported	25,063	22,974	48,037	2,147	1,580	3,727	10,189	11,000	21,189	4,012	5,750	9,762	7,914	90,629
Total Ind.Colleges (from Table 1A)	15,673	13,578	29,251	3,237	1,762	4,999	6,236	5,630	11,866	4,832	3,451	8,283	1,442	55,841
GRAND TOTAL	40,736	36,552	77,288	5,384	3,342	8,726	16,425	16,630	33,055	8,844	9,201	18,045	9,356	146,470

*Estimated by Staff

Source: CHE Annual Enrollment Survey, 1976.

Table 2. Full-Time Undergraduate Enrollments--1965 to 1976

CONNECTICUT PUBLIC SYSTEM	1965	1966	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976
Univ. of Conn. (incl. 5 branches)	9,979	10,223	11,223	12,005	12,770	13,903	14,755	14,096	14,271	15,009	14,959	14,451
State Colleges												
Central Connecticut	3,816	4,320	5,002	6,224	6,621	7,144	7,188	7,324	7,711	7,753	7,854	7,597
Eastern	634	843	932	1,122	1,250	1,557	1,944	2,082	2,082	2,051	2,089	2,147
Southern	3,541	4,470	5,044	5,717	6,202	6,846	6,925	7,117	7,059	6,782	6,534	6,314
Western	1,213	1,423	1,674	1,746	2,092	2,454	2,712	2,676	2,718	2,773	2,780	2,767
Subtotal	9,204	11,056	12,652	14,809	16,165	18,001	18,769	19,199	19,570	19,359	19,257	18,825
Regional Community Colleges												
Asnuntuck	-	-	-	-	-	-	-	46	121	150	204	240
Greater Hartford	-	-	368	642	960	1,080	1,047	876	602	683	828	834
Housatonic	-	250	572	655	1,120	1,284	1,544	1,283	1,211	1,171	1,209	1,235
Manchester	279	708	961	1,165	1,404	1,514	1,834	1,988	2,266	2,468	2,085	1,884
Mattatuck	-	-	288	622	952	1,168	1,231	1,330	1,521	1,625	1,578	1,631
Middlesex	-	145	453	646	799	955	938	728	729	809	977	935
Mohegan	-	-	-	-	-	311	562	602	673	832	825	745
Northwestern Conn.	147	429	687	772	876	920	1,100	937	795	769	826	770
Norwalk	770	1,165	1,200	1,327	1,513	1,389	1,418	1,243	1,059	1,209	1,159	1,056
Quinebaug Valley	-	-	-	-	-	-	72	135	152	139	168	148
South Central	-	-	-	297	734	952	1,025	858	743	758	959	884
Tunxis	-	-	-	-	-	283	653	812	865	815	950	896
Subtotal	1,196	2,697	4,529	6,126	8,358	9,856	11,424	10,838	10,737	11,429	11,768	11,258
State Technical Colleges												
Hartford)		380	435	521	573	638	619	555	602	702	808	586
Norwalk)		659	674	702	710	711	695	685	686	652	865	846
Thames Valley) ------	1,560	263	271	434	489	531	522	485	549	558	575	426
Waterbury)		346	459	466	549	611	583	506	512	544	641	633
Subtotal	1,560	1,648	1,839	2,123	2,321	2,491	2,419	2,231	2,349	2,456	2,889	2,491
Total, Public System	21,939	25,624	30,243	35,063	39,614	44,251	47,367	46,364	46,927	48,253	48,873	47,025
SUPPORTED BY FEDERAL GOV'T.												
U.S. Coast Guard	687	738	787	791	925	969	986	1,083	1,088	1,046	1,134	1,012
Total, Publ. Supported	22,626	26,362	31,030	35,854	40,539	45,220	48,353	47,447	48,015	49,299	50,007	48,037
Total, Independent Coll. (from Table 3A)	22,384	24,538	25,710	26,573	27,741	28,630	28,130	28,008	28,528	28,307	28,961	29,251
GRAND TOTAL	45,010	50,900	56,740	62,427	68,280	73,850	76,483	75,455	76,543	77,606	78,968	77,288

Source: CHE Enrollment Survey, 1976.

Figure 3. Comparison of Enrollment Headcounts and Full-Time Equivalent Students (FTE) by Constituent Unit-Fall, 1976.

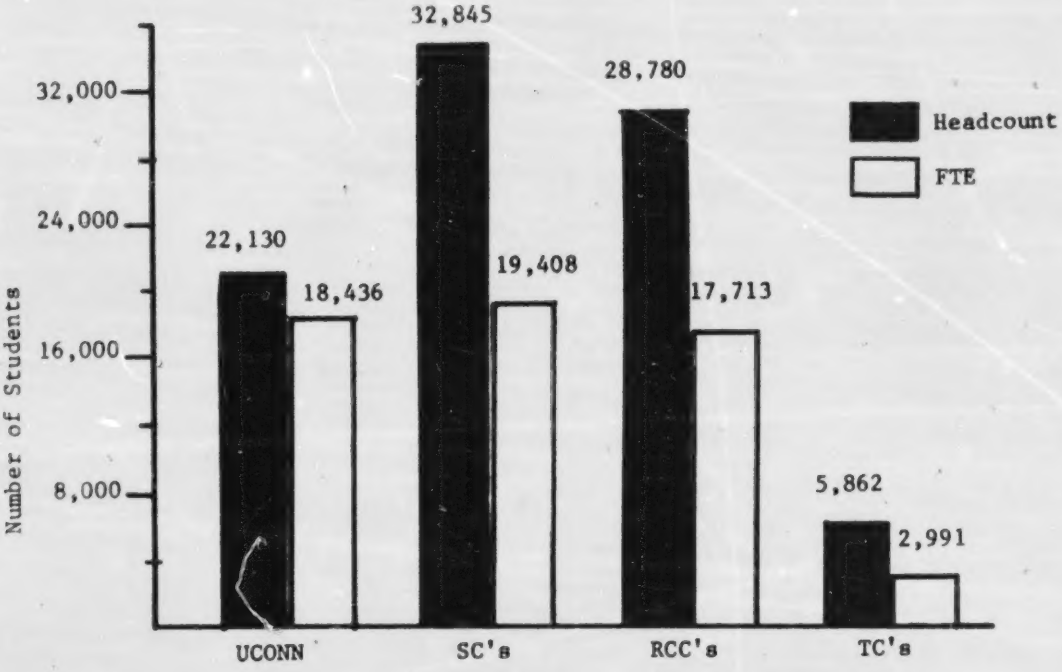
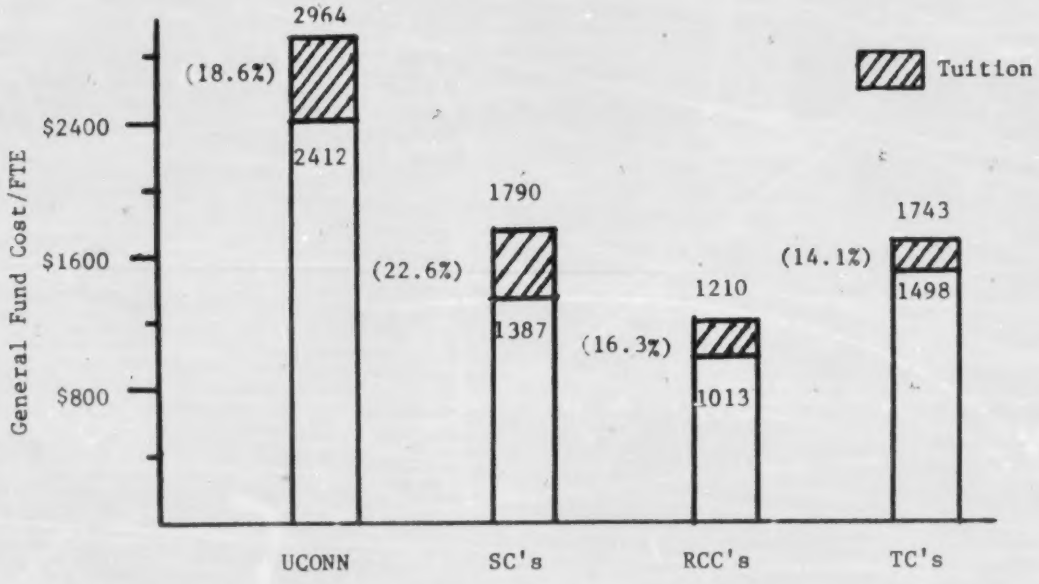
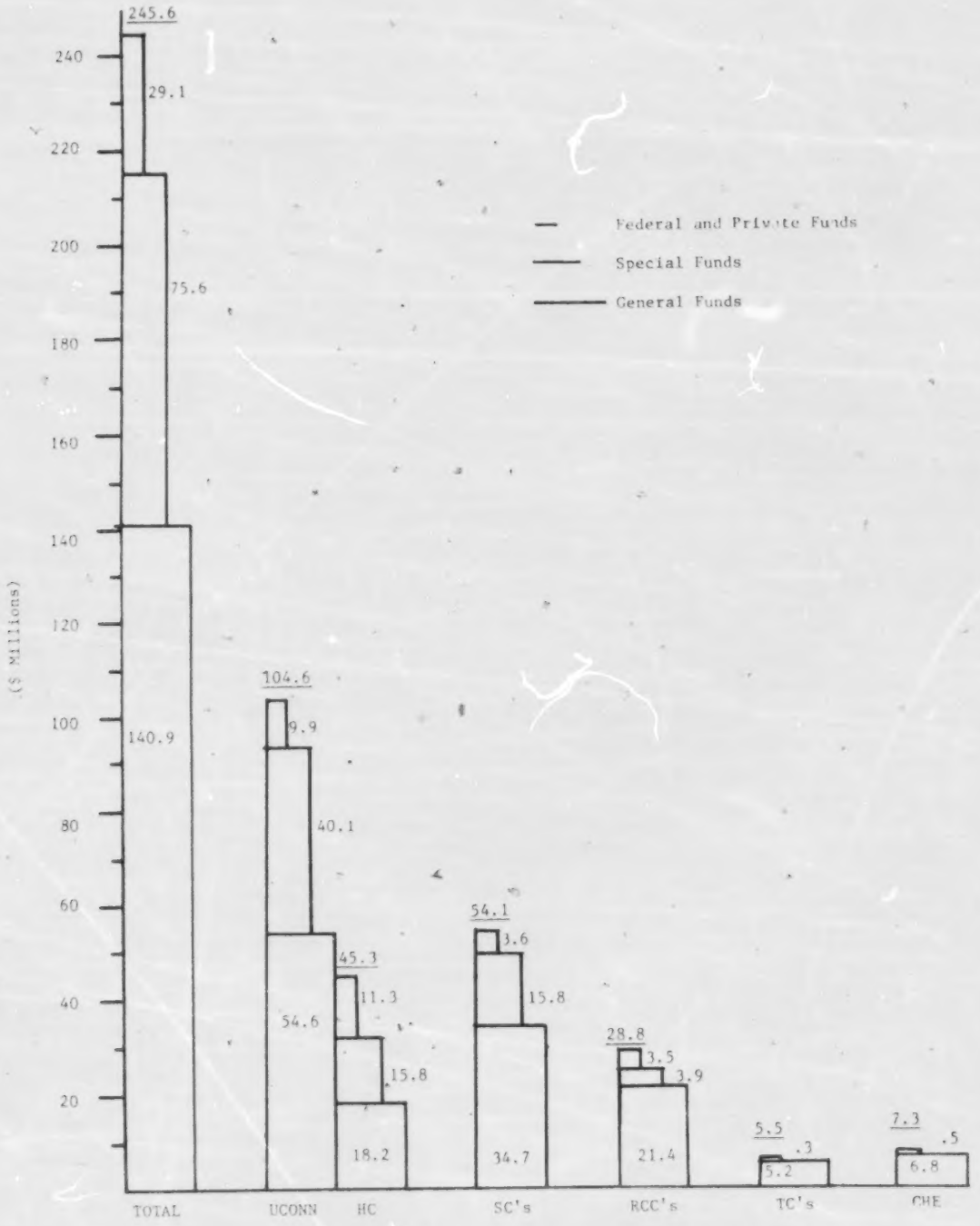


Figure 4. Cost Per Full-Time Equivalent Student by Constituent Unit.



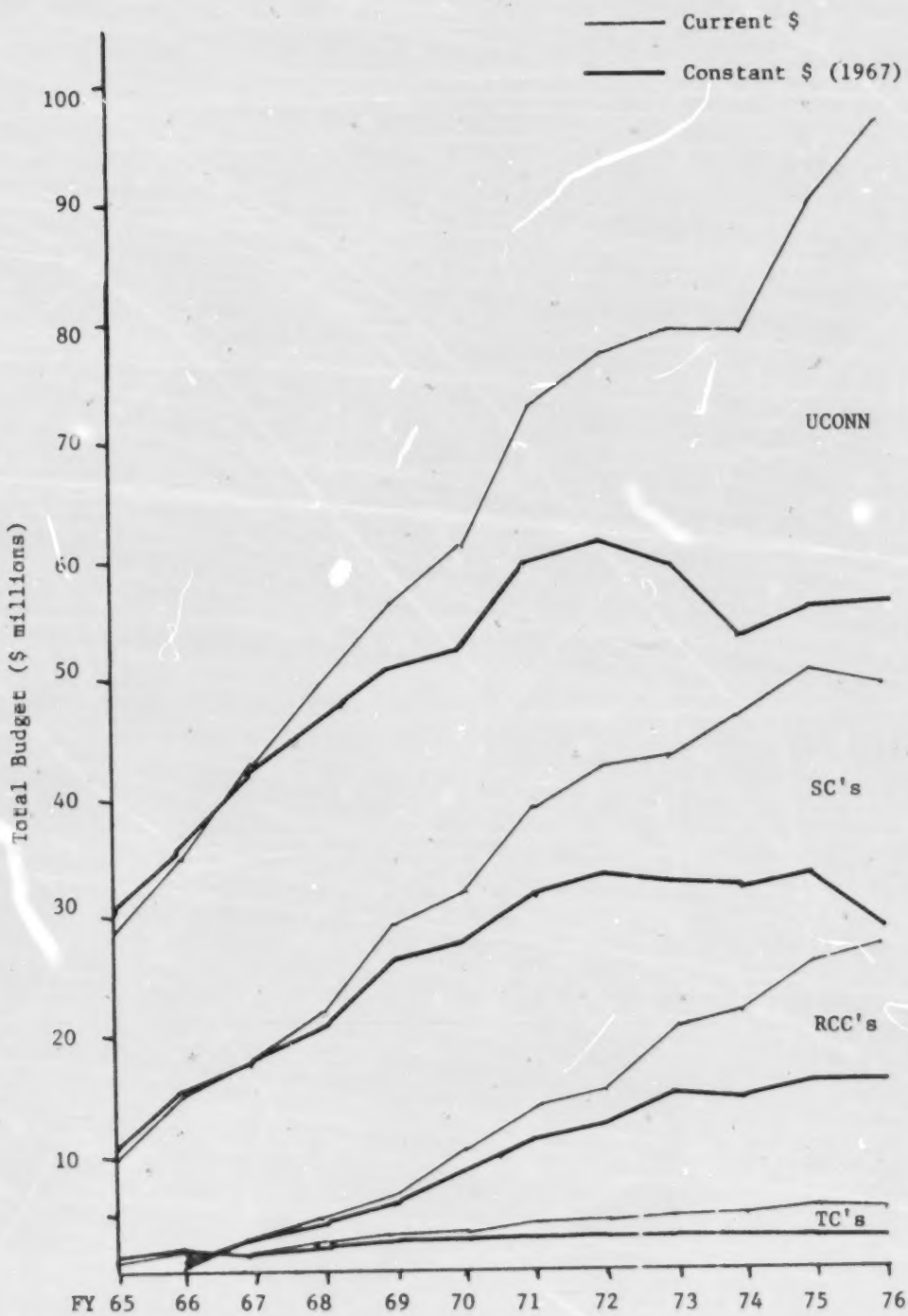
Source: LPR&IC staff analysis.

Figure 5. Total Higher Education Funding by Constituent Unit-FY 1976-77.



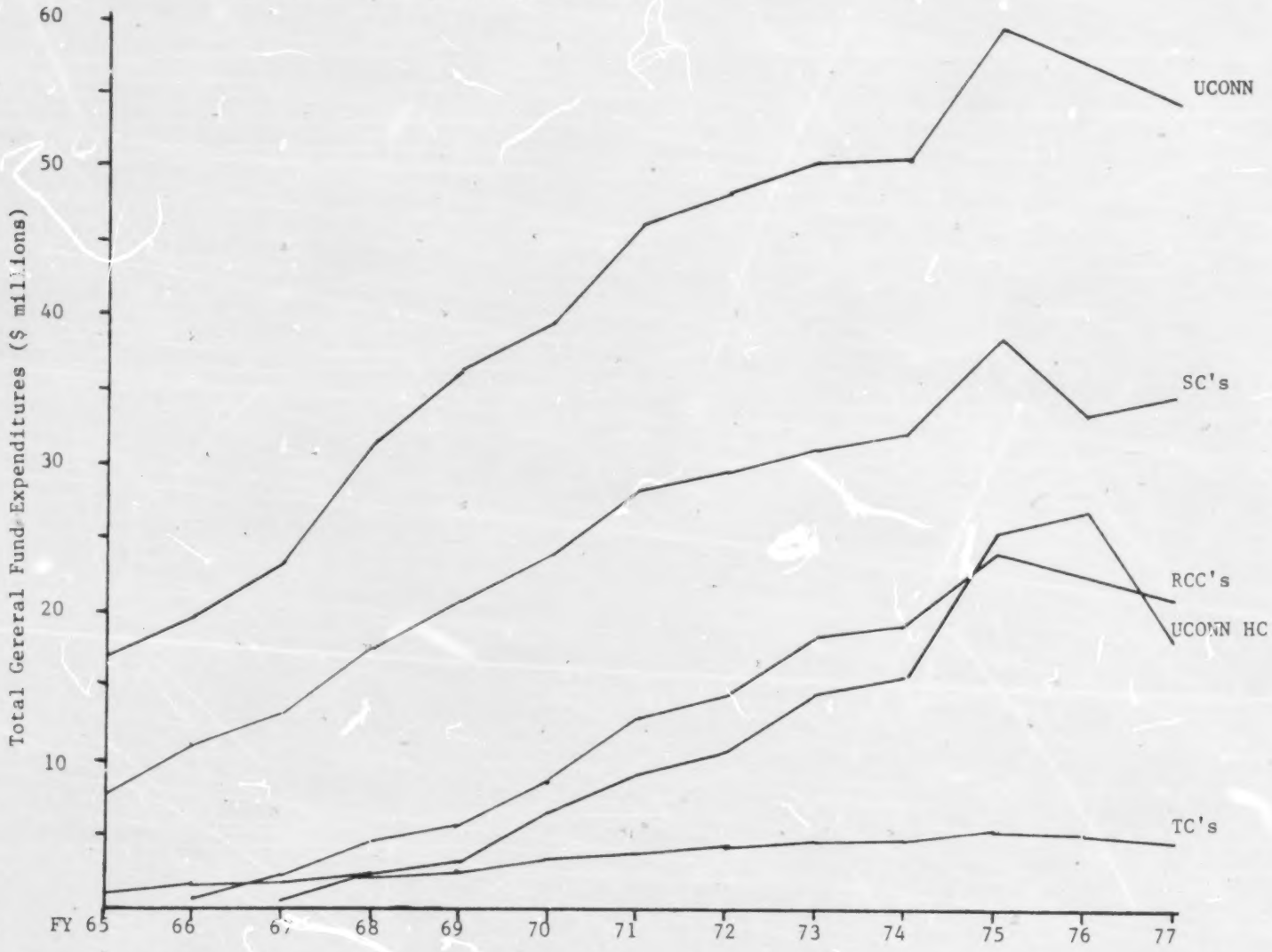
Source: LPR&IC staff analysis.

Figure 6. Total Higher Education Budget by Constituent Unit, Fiscal Years 1964-65 to 1975-76, Inclusive (using Current Dollars and 1967 Constant Dollars)..



Source: LPR&IC staff analysis

Figure 7. General Fund Expenditures by Constituent Unit, Fiscal Years 1964-65 to 1976-77 (Est.) Inclusive.



Source: LPR&IC staff analysis.

Appendix II-2

PROGRAM BUDGETING

A major new responsibility of the Board of Higher Education will be the preparation and presentation of a consolidated higher education budget. This means that only the Board of Higher Education's budget recommendations, as negotiated with the constituent units, will be forwarded to the Department of Finance and Control for inclusion in the Governor's budget. The Board will be the primary advocate for that budget before the legislature's Joint Committee on Appropriations. Since the constituent unit Boards of Trustees remain the "budgeted agencies" for purposes of expenditure of funds, the budget request and the appropriations act will be detailed to the constituent unit level.

Problems With Line Item Budgeting

Although the proposed consolidated higher education budget will be an improvement over the present fragmented system, the "line item" budgeting technique now in use inhibits effective budgetary decision-making. For example, the FY 1977-78 Proposed Appropriations Act contains a single line item of $45,961,805 (p. 449) for all General Fund personal services for the University of Connecticut. The explanation of this amount is given along the functional lines as shown in Table 1.

Table 1.

Function	Recommended
Instruction	$25,944,829
Organized Research	3,124,101
Public Service Program	2,054,107
Academic Support	4,176,981
Student Service Program	1,631,292
Institutional Support	9,030,495
	$45,961,805

Source: Connecticut Governor's 1977-78 Budget-in-Detail, p. 351.

In addition, a Personnel Summary schedule itemizes the number of "Full-Time and Other Positions Equated to Full-Time" by these functions. Based on this meager information, the legislature is expected, through its budget decisions, to implement higher education policy.

Program Budgeting in Higher Education

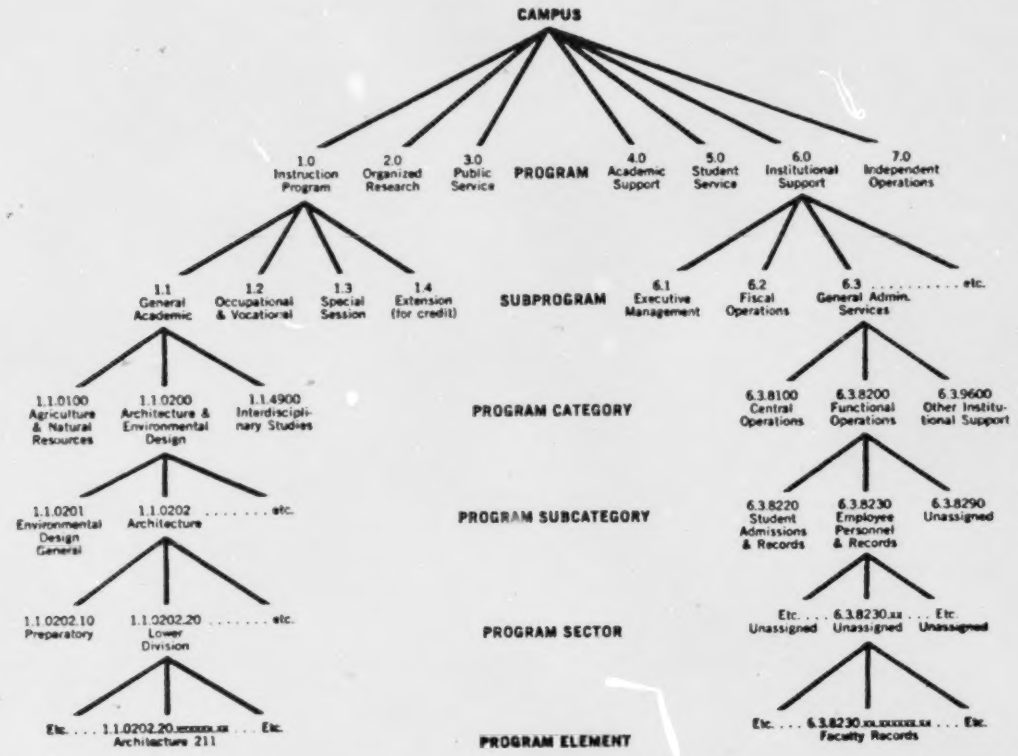
Changes in the budgeting procedure are needed. In its report, Better Organization for Better Government, the Filer Committee advocated "movement toward explicit statement of objectives and performance measurement....Such a system could be implemented independently of the budgeting process or, preferably, combined with that process" (p. 10).

Recognizing the need for improved budgeting in 1976, the General Assembly passed "An Act Providing for Recodification and Revision of the State's Fiscal Statutes." Under this act, a commission of Appropriations and Finance Committee leader was established and mandated to report to the General Assembly on improvements in the budgeting process by March 1, 1978.

At the national level, several useful alternatives to line item budgeting have been developed to improve budgeting in higher education. Most notable among these alternatives is one developed by the National Center for Higher Education Management System (NCHEMS) of the Western Interstate Commission for Higher Education (WICHE). As Figure 1 shows, the system uses the functional breakdown now presented in the UConn FY 1977-78 budget request (see Table 1 above), but carries the analysis further to include details at the subprogram through course level.

This "Program Classification Structure" (Figure 1) is the basis of the NCHEMS management information system (MIS) and contains student, faculty, scheduling and performance data along with the fiscal data necessary for budgeting. This highly sophisticated information system, also provides a model for integrating institutional information systems into a statewide network. See Appendix II-4 for a more detailed discussion of the higher education management information system.

Figure 1. Program classification structure nomenclaure*



* Source: Technical Report 50, National Center for Higher Education Systems at WICHE. October, 1974

The need for improved budget techniques in higher education is well recognized. The Legislative Program Review and Investigations Committee therefore recommends that the new Board of Higher Education work toward the development of a more meaningful budget presentation which would enable legislators to make budgetary decisions on the basis of Connecticut's higher education needs and services currently provided to meet those needs.

Appendix II-3

PRE-AUDIT CONTROLS

Pre-audit controls by central state agencies such as the Departments of Finance and Control, Comptroller, and Personnel have been a major issue in the public higher education community for some time. Instituted years ago for all state agencies because of some abuses, these policies place substantial management control in the hands of central bureaus that have no responsibility for program outcomes. Requests may be denied or delayed merely as a money saving device without regard for the local consequences.

Opponents of this practice argue that policy decisions and program outcomes are being unduly affected with detrimental results by clerks in central offices. They hold that an agency ought to be able to spend funds duly appropriated and allotted to it in accordance with the intended purposes of the funds, and subject to a post audit review. Pre-audit, they maintain, should be a local management function based on established local policy and procedures.

If more responsibility and accountability in government remain important goals, then budgeted agencies should be given the funds to carry out their responsibilities and should be accountable both for the funds and for the results on a performance review or post audit basis.

The Legislative Program Review and Investigations Committee therefore suggests that the respective pre-audit functions of the Comptroller and Commissioner of Finance and Control be limited to verification of availability of funds and approval of allotments according to Sec. 4-85 Connecticut General Statutes.

Appendix II-4

HIGHER EDUCATION INFORMATION SYSTEM

Information presently available to the Commission for Higher Education is not adequate to properly oversee a $245 million budget. Without a good information system the new Board of Higher Education will be hampered in some of the same ways as CHE. Therefore it is essential that the General Assembly appropriate $234,200 for the implementation of a higher education management information system.

Current Situation

Personnel and student records, facilities inventories, course enrollments, financial billings, collection and budget records must be maintained by each of the constituent units. This information is generally processed on each campus although in some cases, records are forwarded to a central processing unit. The processing, storage, retrieving and updating of these records involves both manual and computer operations in every instance, although the extent of computer use varies widely among constituent units.

The University of Connecticut has the best administrative processing capability of the four constituent units. With a $2 million dollar data processing budget and seventy support personnel, much of its work is automated. At the other extreme, the Technical Colleges have computer hardware for teaching purposes, but almost all administrative processing is done by hand.

Central Information System

A 1973 CHE study, "Study Report and Information System Plan," identified the haphazard development of computer processing throughout the system. Although some institutions had developed duplicate computer programs, other schools without automated data processing staff were resigned to manual processing. The report further pointed out that the Commission for Higher Education, without an information system, had to rely on data generated by the constituent units which was often incomplete, inaccurate and incompatible across institutional lines. The study recommended the establishment of a coordinated systemwide information system with a central staff to manage it.

In 1974 the Commission for Higher Education hired a director to manage the development of the System for Higher

Education in Connecticut Information System (SHEC I/S). To date the director and his staff have inventoried all existing administrative systems and future requirements at each campus. Data definitions have been refined, a universal codification system (WICHE) has been implemented and applications manuals have been prepared.

The CHE implementation plan recommended upgrading the University of Connecticut's computer facility to accommodate the administrative requirements of all of Connecticut's public colleges with five additional information system staff to be located at the central computer facility. The plan called for all campuses to be phased into the central system over a three year period.

CHE has acquired National Center for Higher Education Systems (NCHEMS) computer programs necessary for implementation of the SHEC I/S at a nominal cost. Through these programs, a complete administration systems package (student, faculty, course, facilities, and financial subsystems) is available to each campus for the cost of converting to the new system. The package includes program budgeting capability, management summary reporting for day to day operation of the campuses, as well as systemwide resource utilization reporting for resource allocation decision making.

Funding

CHE has incorporated a request for staff to implement the plan in its budget request for the past three years which has not been approved (although funding for computer upgrading has been approved). The projected cost of the SHEC I/S is less than $350 thousand for any one year during the development period, and much of that will be recovered through nonrenewal of computer hardware leases as the colleges tie into the central facility.

The future of this project will probably be determined by this year's appropriation. If the SHEC I/S goes unfunded again, the community colleges have threatened to withdraw from the project. Four of the colleges have contracted for administrative services from a private vendor, and although the cost has gone from $45 thousand to $95 thousand in one year, the contract will be renewed rather than go without the services promised by the SHEC I/S project. The technical colleges have expanded their hardware capability for academic purposes without any increase in administrative capability and one of the state colleges is threatening to do the same because the SHEC I/S is not yet available. These independent actions of the constituent units are increasing systemwide data processing cost unnecessarily.

Appendix II-5

PLANNING

Master planning. Long range planning has been well established as an important function of higher education administration at the institutional and constituent unit level. Only recently, however, as all higher education in Connecticut faces a major readjustment period, has statewide master planning become a priority responsibility and the statutory charge of CHE. In 1972, P.A. 194 mandated CHE to prepare, in cooperation with the constituent units and in consideration of the long range plans of independent colleges, a five year Master Plan, to be updated biennially. By statute the plan should include, but is not limited to, the following elements:

a) goals for the system;
b) the number and location of institutional units;
c) the role and scope of each unit;
d) distribution of enrollment;
e) utilization of existing facilities and the need for new facilities;
f) program distribution and the need for program revision, including termination of unproductive, obsolete or unnecessarily duplicative programs;
g) measures designed to improve opportunity in higher education, institutional responsiveness to the changing needs of society and institutional productivity, including optimal use of new media and technologies; and
h) transfer of students between institutions and programs.

The first Master Plan, "Quality and Equality" was issued to the General Assembly and Governor in January, 1974 and the first biennial update was submitted in 1976.

Neither document has met the expectations of legislators or the higher education community by providing a blueprint for the implementation of statewide goals of higher education.

The plans have been especially weak concerning elements (e) (f) and (g). For many of the reasons discussed earlier, CHE can not be held solely responsible for the failure of the Master Plan as a guiding force for higher education. As other states have found, planning without compliance authority is likely to be ineffectual, and statewide policy and budget making without consideration of state-

wide planning is worse. Experts agree that ideally master planning should be an ongoing process that includes:

Information Gathering

- identifies key problems;
- accumlates and analyzes accurate data about such problems;

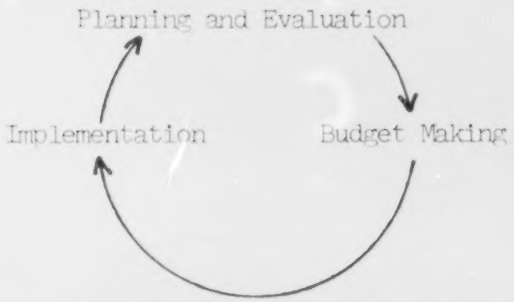
Evaluation

- assesses present conditions and needs, and emerging trends;
- evaluates alternative modes of action;
- selects the most desirable alternatives as basic goals;

Implementation

- establishes a sequential implementation plan; and
- includes a built-in feedback mechanism for periodically reevaluating both goals and means.

This process represented graphically below should produce a long range plan that provides a realistic framework for meeting higher education and statewide goals in the most efficient and effective way. Both institutional and system-wide short range planning should occur within this framework which guides implementation and decision making by the higher education community, the General Assembly and the Governor.



To improve master planning in Connecticut, a number of administrative changes in addition to the legislative recommendations proposed by this Committee are necessary.

New approaches to Master Planning are being developed continually as states seek to improve long range planning efforts. It is generally recognized that master planning must be an ongoing process involving continuous revisions and updating. The current trend is to prepare shorter, more focused plans with specific rather than broad recommendations and measurable objectives that allow evaluation of outcomes. California's evaluative, statewide planning approach is one that the new Board should study. California's Commission proposed organizing statewide planning around three major evaluation activities:

1) annual monitoring of the "state of the health" of higher education;
2) periodic evaluation (perhaps every five years) of selected aspects where annual monitoring is not needed or possible; and
3) in-depth evaluation studies (usually on a one time basis) of serious problems encountered during monitoring.

Annual monitoring of student, facility, faculty and cost data can determine if movement is being made toward goals established in a long range plan. Periodic monitoring can identify trends in higher education which may lead to changes in long range goals. In-depth studies are necessary for detemining alternative solutions to problems and can lead to recommendations to be included in the master plan as it is updated.

This evaluation approach interrelates all aspects of statewide planning in an efficient and effective way. Planning also is integrated with budget making, which increases the likelihood implementation of long range policy recommendations. Implementation of the higher education information system as recommended above (p.49) will greatly improve availability of accurate, comparable and current information (e.g. inventories of facilities, enrollments, programs and related cost data) necessary for such an evaluation approach.

While developing and maintaining this sytem, the new Board should consider adding a capability for regional planning. An ability to analyze needs and services by region is necessary for promoting cooperative delivery

of education programs by neighboring institutions, both public and private. Regional study of manpower needs, with input from community and business leaders, is especially important for developing and delivering relevant educational services.

Currently, regional planning and cooperative delivery efforts are the major responsibility of the governing boards of institutions within each of CHE's coordinating regions (see Appendix II-1). These voluntary and somewhat informal efforts have resulted in some movement toward sharing of faculty and facilities and inter-institutional planning, but the Committee believes further benefits can be realized if the new Board takes a leadership role in directing such efforts.

Distinctiveness in the role and scope of Connecticut's public higher education units is not adequately reflected in their statutory mission statements, making evaluation of their performance and evaluation planning, quite difficult. CHE recognized in its Master Plan (1974) that present mission statements "vary considerably in content and are to a large degree descriptive rather than prescriptive." Generally, these missions (see Appendix II-6) have undergone little revision since the institutions were founded and therefore do not reflect the current higher education environment or the recently adopted statutory system goals of higher education. For example, although demand for teachers has dramatically declined, the State Colleges remain restricted by their mission statement to focusing on teacher education programs.

At CHE's suggestion, institutions have been reviewing their mission statements. Only the Community College mission, however, has been statutorily amended (P.A. 75-100), and the clarified statement is the outcome of compliance with a recommendation from this Committee's 1974 Community College study.

Clarified mission statements are a necessary first step toward improved long and short range planning. It is important that the new Board for Higher Education direct development of revised mission statements during the preparation of its proposal for substructure organization and responsibilities to be submitted to the General Assembly in January 1979.

The Committee suggests that the new Board adopt an evaluation approach to master planning that will provide for an ongoing master planning process, which both relates to the budget and integrates short and long range plans.

The Committee also suggests that the new Board make every effort to strengthen regional planning and cooperative delivery activities and work toward developing more sophisticated mechanisms for determining student demand, manpower needs and job market information especially on a regional basis.

Program Planning

CHE's major power to control program duplication and coordinate academic offerings lies in its program plan approval process, the first step for public institutions in licensure and accreditation. Licensure, a statutory responsibility of CHE, involves evaluation of academic soundness and educational value and is required before any institution in the state, public or private, can admit students and confer degrees. It is not a control over unnecessary duplication or a mechanism for achieving coordination. Only public programs are required to be reviewed for coordination purposes before licensure approval. The added step of plan approval, during which the institution must verify sufficient student demand, accordance with mission, and availability of necessary resources, often delays development of justified, new degree programs within public institutions to the point where planning approval is granted after a competing private institution has a similar program licensed and operating.

The ability of private institutions to intentionally delay initiation of new public programs will be curtailed by the requirement that only one BHE member be affiliated with a private institution. In addition, the Committee suggests that BHE modify the program approval/licensure process to allow public institutions to be as responsive to new academic program demands as private institutions.

The greater problem with this process concerned only with new programs is CHE's lack of authority to evaluate the adequacy, relevancy and effectiveness of existing programs. Individual institutions and units now have sole responsibility for evaluating existing programs and there is little incentive beyond extreme economic constraints to eliminate questionable or unnecessarily duplicative

course or program offerings. In a growth period such as the 1960's, the impact of wasteful duplication or obsolete programs was cushioned. Current and future economic considerations now make these practices unacceptable.

As the Master Plan Resource Group IV stated in its discussion paper, programs "should be eliminated where there is insufficient demand or where poor cost/effectiveness is not offset by absolutely compelling need. Individual departments and institutions should be vigorously encouraged to use cooperative programs with other institutions where practical or admit they cannot be all things to all people." (p. 59)

If the constituent units do not accept responsibility for providing education services in the most efficient and effective manner possible, BHE must. With its authority to approve institutional plans for continued development and maximum resource utilization (see Chapter III), BHE will be better able to direct cooperative delivery of academic programs and encourage institutions to specialize in their areas of strength. BHE will also have authority to make recommendations to merge, close or otherwise alter existing programs, facilities and campuses. These two powers are necessary to assure that from a statewide perspective, high quality educational services are being delivered efficiently and effectively to all Connecticut citizens.

Appendix II-6
STATUTORY MISSION STATEMENTS

According to Article 8, Section 2 of the Constitution of Connecticut, "The state shall maintain a system of higher education, including The University of Connecticut, which shall be dedicated to excellence in higher education. The general assembly shall determine the size, number, terms and method of appointment of the governing boards of The University of Connecticut and of such constituent units or coordinating bodies in the system as from time to time may be established."

In addition to this constitutional provision, the role and scope (mission) of each constituent unit of public higher education appears in several sections (primarily C.G.S. 10-326) of the statutes and is capsulized below.

University of Connecticut

- Exclusive responsibility for doctoral degree programs and professional post-baccalaureate degree programs (C.G.S. 10-326).
- Serves as the land-grant university whose leading object is teaching branches of learning as related to agriculture and the mechanic arts without excluding scientific and classical studies and including military tactics to promote the liberal and practical education of the industrial classes (C.G.S. 10-117).

State Colleges

- Special responsibility for preparation of personnel for the state's public schools including master's degree programs and other graduate study in education and authority for providing liberal arts programs (C.G.S. 10-326).
- The colleges, specifically Western, Eastern, Southern and Central shall offer curricula to prepare persons to teach in the state's schools and in addition programs of study in academic fields. Each college shall confer degrees in education and other appropriate academic fields but no honorary degrees (C.G.S. 10-109).

Regional Community Colleges

- Responsible for providing: a) occupational, vocational and career education programs for immediate employment, job retraining, skill upgrading; b) general study programs (e.g. remidiation, general and adult education, continuing education); c) programs for college transfer representing first two years of baccalaureate education; d) community service programs (e.g. community directed educational, cultural and recreational services) (C.G.S. 10-381);

- which lead, where appropriate, to either an associate degree or occupational certificate (C.G.S. 10-326).

State Technical Colleges

- Responsibility for providing programs leading to associate degree in applied science, other appropriate degrees or certificates approved by CHE and terminal vocational retraining and continuing education leading to appropriate occupational certificates (C.G.S. 10-326).

Board for State Academic Awards

- Responsibility for the award of external degrees and credits earned by examination and other forms of validation and by evaluation of learning, including transfer of credit (provided the authority of other constituent units to award degrees is not affected) (C.G.S. 10-326).

- Subject to approval of CHE, the board shall develop and implement programs to improve opportunities in higher education through alternative modes of service (C.G.S. 10-330a(e)).

Note: In addition, C.G.S. 10-330a directs CHE, in concert with the state's institutions of higher education, to study, develop and coordinate implementation of new methods of awarding undergraduate degrees and college credits (e.g. external degrees, examinations and methods other than classroom instruction).

Appendix III-1

SUGGESTED STATUTORY LANGUAGE
TO INCORPORATE THE LEGISLATIVE RECOMMENDATIONS
OF THE HIGHER EDUCATION GOVERNANCE STUDY
INTO THE CONNECTICUT GENERAL STATUTES
ADOPTED BY THE
LEGISLATIVE PROGRAM REVIEW AND INVESTIGATIONS COMMITTEE
MARCH 23, 1977

[Definitions]

Section 1 (new). There shall be a state system of public higher education to consist of the (1) University of Connecticut and all branches thereof, (2) the state colleges, (3) regional community colleges, (4) the state technical colleges, (5) the board for state academic awards, and (6) the central office staff of the board of higher education as established pursuant to section 2 of this act and "constituent units" shall mean those units in subdivisions (1) to (5) inclusive, of this section.

[Composition and Appointment of Board]

Section 2 (new). (a) There shall be a Connecticut Board of Higher Education which shall be composed of eighteen members as follows: Except in the case of the initial members as hereinafter provided; six shall be appointed by the Governor; six shall be appointed by the General Assembly as follows: Two by the President Pro Tempore of the Senate, two by the Speaker of the House, one by the Senate Minority Leader and one by the House Minority Leader; five members shall be representatives of the constituent units of higher education to be appointed as follows: One by the Board of Trustees for the University of Connecticut, one by the Board of Trustees for the State Colleges, one by the Board of Trustees for the Regional Community Colleges, one by the Board of Trustees for the State Technical Colleges, one by the Board for State Academic Awards; and one member shall be appointed by the Connecticut Conference of Independent Colleges. The Secretary of the State Board of Education, shall be an ex-officio, non-voting member of the Board of Higher Education. The six members appointed by the Governor and the six members appointed by the General Assembly shall be public members who shall not be employed by or be a member of a board of trustees for any Connecticut higher education institution, public or private, during their term of membership on the board of higher education. The five members appointed by the constituent units of higher education and the one member

appointed by the Connecticut Conference of Independent Colleges shall serve as non-public members. The members of said board shall receive no compensation for their services as such but shall be reimbursed for their necessary expenses in the course of their duties. Vacancies shall be filled for the balance of any unexpired term within thirty days following the occurence of such vacancy in the same manner as original appointments.

(b) On or before August 1, 1977, the appointing authorities enumerated in subdivision (a) of this section shall appoint the initial members of said board as follows: Two members appointed by the Governor shall serve a term of two years from said August 1, two members appointed by the Governor shall serve a term of four years from said August 1, two members appointed by the Governor shall serve a term of six years from said August 1. One member appointed by the President Pro Tempore of the Senate shall serve a term of six years from said August 1. One member appointed by the President Pro Tempore of the Senate shall serve a term of four years from said August 1. One member appointed by the Speaker of the House shall serve a term of four years from said August 1. One member appointed by the Speaker of the House shall serve a term of two years from said August 1. One member appointed by the Senate Minority Leader shall serve a term of six years from said August 1. One member appointed by the House Minority Leader shall serve a term of two years from said August 1. The six non-public member appointed in accordance with subdivision (a) of this section shall serve an initial term of two years from said August 1. This subdivision shall take effect upon passage.

(c) On August 1, 1979, and biennially thereafter, the Governor and General Assembly shall appoint the public members of said board in accordance with subdivision (a) of this act, to succeed those appointees whose terms expire; such public members to serve for a term of six years each from August first in the year of their appointment.

[Chairman]

Section 3 (new). The Governor shall nominate from the public members of the Board of Higher Education a candidate for chairman of said board to be approved by a majority of the full membership of said board. Except in the case of the initial chairman as hereinafter provided; such chairman shall serve for a period of four years, coterminus with the term of Office of the Governor. Following the effective date of

this act, the Governor shall nominate and the Board of Higher Education shall approve by a majority vote of said board's full membership an initial chairman to serve a term to expire on January 3, 1979. The Board of Higher Education may elect from its members a vice chairman and such other officers as it deems necessary. Vacancies among any officers shall be filled within thirty days following the occurence of such vacancy in the same manner as original selection. Said board shall establish bylaws to govern its procedures and shall appoint such committees as may be convenient or necessary in the transaction of its business.

[Chief Executive Officer]

Section 4 (new). (a) The Board of Higher Education shall select and employ a Commissioner of Higher Education who shall serve as the chief executive officer of said board. The board shall select and employ an initial Commissioner on or before December 31, 1977. Said officer may designate an alternate to serve on his behalf as a member of any commission, foundation, or committee upon which the general statutes require said officer to serve. Such designee may vote on behalf of said officer.

(b) The Board of Higher Education may employ other staff as it deems necessary, including but not limited to termporary assistants and consultants. The board shall establish terms and conditions of employment of its staff, prescribe their duties, and fix the compensation of its professional and technical personnel.

(c) For a transition period beginning with the effective date of this act and ending on or before April 1, 1978, the Board of Higher Education may employ persons who were, immediately prior to the effective date of this act, professional members of the central office staff of the Commission for Higher Education. The Commissioner of Higher Education shall prepare and present a table of staff organization to the Board of Higher Education for approval on or before April 1, 1978.

[Substructure]

Section 5 (new). The Board of Higher Education shall prepare and present to the General Assembly, on or before January 1, 1979, a proposal for the organization and responsibilities of the public higher education constituent units, and shall include in this proposal recommendations to be acted upon by the General Assembly, for the selection of the six

non-public members of said board whose terms shall commence on August 1, 1979. Such recommendations shall take into account methods which will provide for significant representation of student and faculty interests to said board.

[Duties]

Section 6 (new). (a) The Board of Higher Education shall establish statewide policy for Connecticut's system of public higher education and in furtherance of such policy shall: (1) Prepare and present to the Governor and General Assembly in accordance with Section 7 of this act a consolidated public higher education budget; (2) prepare and present to the Governor and General Assembly legislative proposals affecting public higher educations; (3) review and approve plans received from the constituent unit boards for the continuing development and maximum utilization of the state's public higher education resources; shall prepare for the Governor and General Assembly periodic reports on the conditions and needs of the system including but not limited to a single priority listing of all capital projects and recommendations to merge, close or otherwise alter existing programs, facilities, or campuses. Such reports shall be based on current studies of population density, facility utilization, program inventory availability of comparable programs in the region and such other criteria of need as may be appropriate; (4) review and approve policy developed by each constituent unit to assure that responsibilities are covered and constituent unit policy is consistent with state policy; (5) develop evaluative procedures to ensure acceptable quality in programs and institutions and shall enforce standards through licensing and accreditation; (6) conduct research for the public higher education system; (7) develop and maintain a central higher education information system; (8) coordinate programs and services throughout public higher education and between public and independent institutions. Said board shall establish an advisory council for higher education with representatives from public and independent institutions to study methods and proposals for coordinating efforts of all such institutions in providing a stimulating and enriched educational environment for the citizens of the state, including measures to improve educational opportunities through alternative and nontraditional approaches such as external degrees and credit by examination; (9) be responsible for the care and maintenance of permanent records of institutions of higher education dissolved after September 1, 1969; (10) approve the size of the executive

staff and duties, terms and conditions of employment of the executive secretary and executive staff of the constituent units, except as otherwise provided in the general statutes; and (11) appoint advisory committees to assist in defining and suggesting solutions for the problems and needs of higher education.

(b) Within the limits of authorized expenditures, the policies of the state system of higher education shall be consistent with the following goals: (1) To ensure that no qualified person be denied the opportunity for higher education on the basis of age, sex, ethnic background or social, physical or economic condition, (2) to protect academic freedom, (3) to provide opportunities for education and training related to the economic, cultural and educational development of the state, (4) to assure the fullest possible use of available resources in public and private institutions of higher education, (5) to maintain standards of quality ensuring a position of national leadership for state institutions of higher education, (6) to apply the resources of higher education to the problems of society, and (7) to foster flexibility in the policies and institutions of higher education to enable the system to respond to changes in the economy, society, technology and student interests.

Said board shall review recent studies of the need for higher education services, with special attention to those completed pursuant to legislative action, and to meet such needs shall initiate additional programs or services through one or more of the constituent units.

(c) Said board shall prepare for approval by the Governor and the General Assembly a master plan for public higher education establishing objectives to achieve the statutory goals of higher education. Said master plan shall be revised biennially. The master plan shall include, but not be limited to, the following elements: (1) Goals for the system, (2) the number and location of institutional units, (3) the role and scope of each unit, (4) distribution of enrollment, (5) utilization of existing facilities and the need for new facilities, (6) program distribution and the need for program revision, including termination of unproductive, obsolete or unnecessarily duplicative programs, (7) measures designed to improve opportunity in higher education, institutional responsiveness to the changing needs of society and institutional productivity, including optimal use of new media and technologies, and (8) transfer of students between institutions and programs.

In developing a master plan, consideration shall be given to the long-range plans of the independent colleges of Connecticut.

(d) Said board may make contracts, leases or other agreements in connection with its responsibilities under this act; provided, however, all acquisitions of real estate by lease or otherwise shall be subject to provisions of section 4-26b.

(e) Said board may authorize the participation in an alternate retirement program of the eligible unclassified employees of the constituent units of the state system of higher education employed on or after October 1, 1975. Any such program may be underwritten by a life insurance company licensed to do business in this state.

[Budget]

Section 7 (new). (a) The governing board of each constituent unit shall annually prepare a budget request in the form prescribed by section 4-77 and 4-78 and shall submit such requests to the board of higher education. Taking into account the budget requests of each constituent unit, the board of higher education shall prepare a single public higher education budget request, itemized by constituent unit and shall submit such budget request to the director of the budget in accordance with sections 4-77 and 4-78. Said board may require from any constituent unit such additional information concerning such constituent unit's budget request as said board deems necessary.

(b) Except as provided by subdivision (a) of this section, the provisions of sections 4-77 and 4-78 shall not apply to the constituent units of the state system of higher education, and for the purposes of said sections only, the board of higher education shall be deemed the budgeted agency for such constituent units.

(c) The governing board of each of the constituent units may transfer a sum or sums totaling up to one thousand dollars to any specific appropriation. No transfer of a sum or sums of over one thousand dollars in any one fiscal year to any specific appropriation shall be made without the consent of the finance advisory committee, provided any such transfer of one thousand dollars or less shall be reported to the finance advisory committee within thirty days of such transfer and such report shall be record of said committee.

[Leases]

Section 8 (new). Pursuant to sections 4-128, 10-38c, 10-108a and 10-109b of the general statutes, the board of higher education shall approve leases for the community colleges, state technical colleges and state colleges.

[Tuition and Fees]

Section 9 (new). (a) The board of higher education may initiate and shall, pursuant to sections 10-38h, 10-108c(a), 10-116 and 10-119(a) of the general statutes, changes in tuition and fee schedules of the constituent units of the state system of higher education.

[Veterans Affairs]

Section 10 (new). (a) There shall be an office of veterans affairs for higher education within the board of higher education. Said office shall assist veterans seeking a postsecondary education by providing administrative services for veteran affairs programs, including but not limited to: (1) Promoting a comprehensive statewide outreach program which coordinates existing funds and programs, (2) collecting and disseminating information on the availability of public and private funds for educational programs for veterans, (3) advising and counseling organizations and institutions applying for funds to aid veterans in their pursuit of higher education, and (4) acting as a clearinghouse for such other information as may be helpful to veterans seeking a postsecondary education.

(b) This section shall terminate on June 30, 1979.

[1202 Planning Commission (10-324b)]

Section 11 (new). The board of higher education shall be designated the state postsecondary education commission to plan postsecondary education and to receive and administer federal funds pursuant to section 1202(a) of Public Law 92-318, Education Amendments of 1972.

[Administrative Services for Scholarship Commission (10.1168)]

Section 12. Section 116f of the general statutes is repealed and the following is substitued in lieu thereof:

The [commission for higher education] BOARD OF HIGHER EDUCATION shall keep a statement of policies and all records

of the state scholarship commission. It shall distribute funds, carry out the necessary administrative duties and make such recommendations as it deems appropriate to the governor, the joint standing committee on education of the general assembly, the state scholarship commission, the Connecticut student loan foundation and the institutions of higher education within the state and such other agencies and organizations it believes advisable, to effect maximum coordination of the several programs providing financial support and assistance to students.

[Receipt of Gifts (10.328a)]

Section 13 (new). The boards of trustees of each of the constituent units of the state system of higher education are empowered to accept, on behalf of the state, any gifts of lands, money or other property donated to the institutions under their control. Said boards shall direct the application, distribution or disbursement of such lands, money or other donated property, or the income therefrom, for any purpose connected with said institutions under their respective control, consistent with the conditions, if any, upon which the gift was created, provided the state treasurer shall be advised of the receipt of any such gift of money and where practicable shall hold on behalf of the respective boards of trustees, any such gift of money or income therefrom, and provided the public works commissioner and the state properties review board shall grant their approval under section 4-26b where acquisitions of real estate are involved.

[Use of Facilities (10.328b)]

Section 14 (new). (a) Any student enrolled as a full or part-time student at any of the constituent units of the state system of higher education shall be permitted to use the library facilities and services of any other institution in said system.

(b) The board of higher education shall promulgate such regulations as are necessary to implement the provisions of this section.

[Federal Funds (10.329)]

Section 15 (new). The governing board of each constituent unit, subject to the provisions of the general statutes, may receive any federal funds made available to this state

for postsecondary educational purposes and expend such funds for the purpose or purposes for which they are made available. The state treasurer shall be the custodian of such funds. Said boards may allocate and use any appropriation or special fund to meet the matching requirements of any federal act making funds available to the state for postsecondary educational purposes.

[Professional Staffs (10-329a)]

Section 16 (new). Notwithstanding the provisions of any general statute or special act to the contrary, the selection, appointment, assignment of duties, amount of compensation, sick leave, vacation, leaves of absence, termination of service, rank and status of the individual members of the respective professional staffs of the system of higher education shall be under the sole jurisdiction of the respective boards of trustees within available funds, provided said boards shall adopt for their respective institutions any general policy of the state which applies to all state employees with respect to necessary sick leave, vacation, and salary adjustments. Said boards shall determine who constitutes the professional staffs of their respective units and establish compensation and classification schedules for their professional staffs. Each constituent board shall annually submit to the personnel policy board a list of the positions which it has included within the professional staff.

[Training of Educational Personnel (10-324a)]

Section 17 (new). The board of higher education shall (a) be responsible for obtaining information on new programs and methods of education that are being developed in the public schools and colleges of the state and nation, keeping such records current and publicizing information concerning these programs; and (b) encourage and aid in the development of new and improved programs and methods of education in order to recruit, prepare and train or retrain personnel needed in such programs.

[Transfer of Funds and Personnel (10-325a)]

Section 18 (new). For the purposes of this chapter and notwithstanding any contrary provision of the general statutes, the governor is authorized, upon request of the board of higher education, to make transfers of funds and personnel from units outside the state system of higher education as

may be necessary for effective establishment and operation of the system.

[Operation of State Institutions (10-326)]

Section 19 (new). (a) In addition to other powers granted in the general statutes, authority and responsibility for the operation of the state's public institutions of higher education shall be vested in (1) the board of trustees of the University of Connecticut which shall have exclusive responsibility for programs leading to doctoral degrees and post-baccalaureate professional degrees, (2) the board of trustees of the state colleges which shall have special responsibility for the preparation of personnel for the public schools of the state including master's degree programs and other graduate study in education, and authority for providing liberal arts programs, (3) the board of trustees of regional community colleges which shall have responsibility for providing programs, as enumerated in section 10-38e, leading, where appropriate, to an associate degree or occupational certificate, (4) the board of trustees of state technical colleges which shall have responsibility for the state technical colleges and programs leading to the degree of associate in applied science and such other appropriate degrees or certificates as are approved by the board of higher education and for such terminal vocational retraining and continuing education programs leading to occupational certificates as are appropriate to a technical colleges, and (5) the board of state academic awards which shall have responsibility for the award of external degrees and credits earned by examination and by other forms of validation and by evaluation of learning, including transfer of credit; provided the authority of the boards of trustees of the University of Connecticut, the state colleges, the regional community colleges and the state technical colleges to award degrees of the respective institutions shall not be affected.

(b) The boards of trustees of the constituent units of the state system of public higher education, as defined by section 1 of this act, shall retain those duties and responsibilities as provided in sections 10-330a, 10-38b to 10-3[illegible] inclusive, 10-108a to 10-116a inclusive, 10-117 to 10-144c inclusive, of the general statutes.

[Contracts with Independent Colleges (10-326f)]

Section 20 (new). (a) In order to secure for the citizens of Connecticut the additional advantages which would accrue

under more widely cooperative arrangements between the public colleges, the independent colleges and the licensed post-secondary proprietary schools, the board of higher education is wuthorized to enter into contracts with the independent colleges and the licensed postsecondary proprietary schools. Such contracts shall encourage, promote, and coordinate educational developments which are mutually beneficial (1) to the citizens of the state and the independent colleges or (2) to the citizens of the state and the licensed post-secondary proprietary schools: Increase the use of available facilities, prevent the duplication of expensive and specialized programs, and further motivate cooperative efforts by (a) the public system of higher education and the independent colleges and (b) the public system of higher education and the licensed postsecondary proprietary schools to direct their work to the solution of contemporary societal problems.

(b) For the purposes of this section (1) a program is defined as a course of study leading to certification, licensure, certificate, or degree at all postsecondary levels; (2) a facility is defined as a building or an area within a building, a group of buildings, a special area, or specialized items of equipment used for educational purposes; (3) a service is defined as a formal activity designed to explore scientific, technological or humanistic problems, to find solutions to contemporary societal problems or to provide selected public service or student service activities; (4) an independent college or university is a college or university located in this state which is not included in the Connecticut system of public higher education and whose primary function is other than the preparation of students for religious vocation; (5) a licensed post-secondary proprietary school is an educational institution so licensed by the state board of education.

(c) The board of higher education is authorized to contract with independent colleges and universities and with licensed postsecondary proprietary schools for the use of programs, facilities, and services as defined in subsection (b) of this section. The board of higher education shall provide continuing evaluation of the effectiveness of such contracts and shall submit on or before February first annual reports and recommendations to the governor and the joint standing committee on education. In administering this section, the board of higher education shall develop and use fiscal procedures designed to insure accountability of public funds.

[Contracts for Health Education (10-326g)]

Section 21 (new). The board of higher education shall investigate the program offerings in specialized health fields at colleges which are members of the New England Board of Higher Education and may contract with said board for the acceptance of Connecticut residents at those colleges offering such program as are not available in this state and for which the department of health has determined there is a projected need.

[Disputes between Governing Boards (10-327)]

Section 22 (new). Upon the written request of one of the governing boards authorized to administer the various phases of public higher education enumerated in section 21 of this act alleging a dispute, disagreement or conflict with another such board or boards about providing higher education services or activities, the board of higher education, in accordance with procedures which it shall adopt and publish, shall hold a hearing or hearings. The findings of said board shall be binding upon said governing boards unless modified by subsequent legislative action.

["Commission" means "Board"]

Section 23 (new). Whenever the term "the commission for higher education" appears in sections 10-329 to 10-334h inclusive; sections 10-326a to 10-326e inclusive; section 4-128; section 5-154; section 5-160; section 5-177; section 5-198; section 5-200; section 5-242; section 5-264; section 10-1; section 10-9; section 10-19; section 10-26; section 10-38c; section 10-38e; section 10-38h; section 10-96a; section 10-108a; section 10-108c; section 10-109b; section 10-109c; section 10-116; section 10-116b; section 10-116c; section 10-116h; section 10-116j; section 10-119a; section 10-144b; section 10-145a; section 10-145b; section 10-146a; section 10-146f; section 10-155a; section 10-155b; section 10-155c; section 10-155d; section 10-155e; section 10-160; section 10-178; section 10-179; section 10-183a; section 10-235; section 10-236a; section 10-360; section 10-367; section 19-30b; section 30-20a; and section 52-279 of the general statutes, or any public act of the current session, unless the context clearly indicates otherwise, said term shall be deemed to mean the "board of higher education."

[BHE Budget]

Section 24 (new). The funds appropriated to the commission for higher education under section 1 of the appropriations bill of the current legislative session shall be transferred to the board of higher education established by section 2 of this act, for purposes of this act.

[Transfer of Functions]

Section 25 (new). The transfer of functions, powers, duties; obligations, including, but not limited to, contract obligations; the continuance of orders and regulations, the effect upon pending actions and proceedings, the completion of unfinished business and the transfer of records and property between the commission for higher education as said commission existed immediately prior to the effective date of this act, and the board of higher education established pursuant to section 2 of this act, shall be governed by the provisions of subsections (a) to (d), inclusive, and subsection (f) of section 4-38 of the general statutes.

Section 26 (new). Nothing contained in this act shall affect the various bargaining units established pursuant to section 5-275 of the general statutes.

Section 27 (new). Sections 10-322 to 10-326 inclusive of the general statutes; sections 10-326f to 10-329a inclusive of the general statutes; section 10-38j of the general statutes; and section 10-38i of the general statutes are repealed.

[Effective Date]

Section 28 (new). This act shall take effect August 1, 1977; except that subdivision (b) of section 2 shall take effect upon passage.

Appendix IV-1

PROPOSED ROLE OF REGIONAL ADVISORY COUNCILS

Each of the Regional Advisory Councils (RAC's) shall be composed of members broadly respresentative of the service region, including members of the general public having an interest in higher education, faculty and students of CSU, representatives of business and industry, the independent colleges and representatives from CSU BOT and the UConn BOT.

The function of each RAC shall be to advise the institution on programs and services which would best meet the educational, economic and cultural needs of the region. RAC's shall, with the assistance of CSU and BPSE staff:

1. develop local and regional information including changes in the economy, technology and student interests within the region for institutional and statewide planning purposes;

2. study current resources and unmet needs (gaps and overlaps) within the region;

3. make recommendations for

   a. additional or expanded programs and services,

   b. better coordination of available resources both public and private; and

4. foster cooperative action and flexibility within and among higher education institutions in the region and the state.

LEGISLATIVE PROGRAM REVIEW & INVESTIGATIONS COMMITTEE

PUBLICATIONS LIST

An Investigation of the Department of Environmental Protection, December 21, 1976.

Containing Medicaid Costs in Connecticut, September, 1976.

Preliminary Review of Selected Medicaid Issues in Connecticut, March 24, 1976.

Report on Connecticut State Unemployment Compensation Program, September, 1975.

Preliminary Report on the Financing of Connecticut's Unemployment Compensation Program, April 7, 1975.

Report on the University of Connecticut Health Center, January, 1975.

Report on State Grants-in-Aid to Municipalities, Vol. I, December, 1974.

Community Colleges in the State of Connecticut, July, 1974.

Secondary Vocational Education in Connecticut, March, 1974.

Land Acquisition by the State of Connecticut, September, 1973.

Special Education in Connecticut, April, 1972.

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